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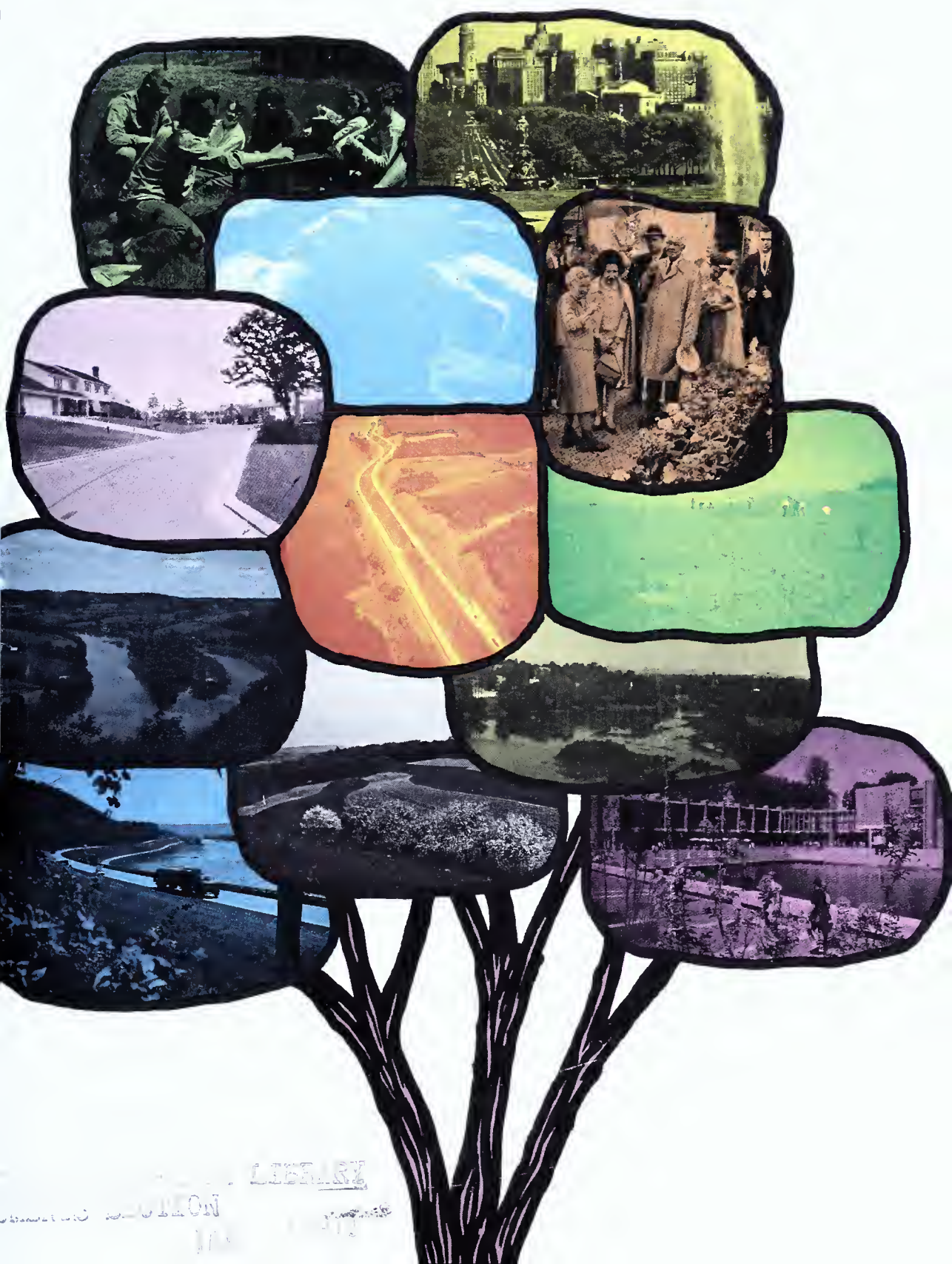




## THE GOVERNOR'S CONFERENCE ON NATURAL BEAUTY

September 12, 13, 1966

Community Center, Hershey, Pennsylvania



LIBRARY

Hershey Community Center

1966



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# The Governor's Conference on Natural Beauty

September 12, 13, 1966



COMMUNITY CENTER

Hershey

Pennsylvania

### *THE CHALLENGE . . .*

“We must recapture for Pennsylvania our great heritage of natural beauty. We must erase blight — the unpleasant sights, sounds, and odors that irritate our senses — and restore esthetic values to our cities and countryside.”

— *Governor William W. Scranton*

### *IS MET . . .*

“There is a pressing need to generate a public awareness of economic and spiritual values of urban and rural beauty. It is the objective of this conference to produce specific and concrete recommendations for action programs which can be implemented through the participation and cooperation of local citizens, private agencies and, where appropriate, government administration and legislation.”

— *Chairman Frank E. Masland, Jr.*

## PREFACE

Last year, meeting in Hershey, the first Governor's Conference on Natural Beauty resulted in a series of suggestions designed to make Pennsylvania not only a more beautiful but a better place in which to live.

Not the least of these was establishment of a Governor's Advisory Committee of knowledgeable citizens in the fields of both Natural Beauty and Resources.

Last winter, in my Conservation message to the General Assembly, I suggested that another Governor's Conference in this field be held — this one to consider the problems of Air Pollution as it relates to total environment.

That conference is now over, and technicians in our Department of Health are currently studying a wealth of material thus generated in an effort to make Pennsylvania's Air Pollution Control program the best in the Nation.

Today, as you who are members of our new Governor's Advisory Committee on Natural Resources and Beauty gather in your organizational meeting, I propose to carry this concept of citizen participation in the field of environmental control one step farther.

In addition to your obvious worth as a clearing house for citizen-generated ideas in the entire field of conservation, I would hope that you will help us plan for three more Governor's Conferences on Environment which I intend to call.

The first, to be held next year, will consider Water Pollution, its prevention and control. 1968

The second, to be held in 1969, will consider perhaps the greatest challenge of all — how best to prevent future land pollution through the disposal of solid wastes.

And the third, to be held in 1970, will again consider Natural Resources in its total concept — land, water and air — through the medium of the Second Governor's Conference on Natural Beauty.

Pennsylvania long has been a leader in all of these fields, but much remains to be done.

To do it requires complete cooperation between your government — which I promise to you now — and all the people of Pennsylvania working through you and the organizations you represent.



For the rape of our land, the waste of our water, the pollution of our air can no longer be left entirely to either the conservationist or government alone.

If Pennsylvania is to continue to lead the rest of the Nation in the field of conservation, we must now, with your help and guidance, do everything humanly possible to restore purity to our air and water, and beauty to our rivers, forests, farms and cities.

In the name of common sense and for the future of generations still to come, we — all of us — can do no less!

*Raymond P. Shafer*

1967

# GOVERNOR'S ADVISORY COMMITTEE ON NATURAL RESOURCES AND BEAUTY

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FRANK E. MASLAND, JR.

MARK RUTLEDGE

Evans City, Pennsylvania

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Harrisburg, Pennsylvania

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Philadelphia, Pennsylvania



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# OPENING OF THE CONFERENCE

*Presiding — FRANK E. MASLAND, JR., Conference Chairman*

GOOD MORNING, LADIES AND GENTLEMEN. It's my very great privilege to bid you all a hearty welcome to the Governor's Conference on Natural Beauty and express my appreciation for your presence here today. I think it can be said there never has occurred a similar gathering of so many distinguished citizens from all over the Commonwealth for the purpose of considering aesthetic and spiritual values. It's a great compliment to our Commonwealth. I don't think there could be any more beautiful place to hold a Conference on Natural Beauty than beautiful Hershey. I think perhaps the most appropriate way to initiate this session is with music that embodies many of the concepts which this Conference will be striving to recapture. Therefore, at this time I would like to present Mr. Doran Whitfield who will sing "America the Beautiful." He will be accompanied by Mr. W. Purnell Payne. Mr. Whitfield —

\* \* \* \* \*

Thank you, very much indeed. I am sure we were all transported to Carnegie Hall, which certainly you should rate. That was lovely indeed. I am quite sure also that it put us in the mood for the business ahead of us.

I would say the Governor's timing, as always, is just exactly perfect. He arrived just in time to hear that lovely song and he is next on this program. And since this is his Conference I know he wants to welcome you and wish you all the luck in the world with the job ahead.

May I present to you one who with all his manifold duties, during his years in office, has kept Pennsylvania in the forefront of the Conservation movement and who, as a very concrete indication of his deep interest called this Conference — THE HONORABLE WILLIAM W. SCRANTON, *Governor of the Commonwealth of Pennsylvania.*

Welcome — William W. Scranton, *Governor of Pennsylvania*

Frank, and all the members of the committee, of the various committees that produced this Conference and those of you who are participating in it. I, of course, am delighted to be here this morning and hope that you feel likewise.

We are deeply indebted to Frank Masland and his group for what I think will turn out to be one of the finest Conferences that have been held on this subject anywhere in the United States. And if you will just take one glimpse, which I assume most of you have, at the program, you can see the work that has gone into it and what meaningful panels are about to be held with regard to it.

Now the great problem is, what will we get out of it. And I think it's of extreme importance to Pennsylvania, to you and everybody else, that as you meet here in the interests of natural beauty which is your first purpose, that it comes at a time when almost everything in Pennsylvania seems to be moving forward and is the first time this has been true in almost a generation.

Your main task in setting up this Conference and in participating in it is to lead the way so that all Pennsylvanians, no matter where they live, or who they are, not only have jobs, but food, transportation and recreation — all of which we have been accentuating very hard — but they also have beautiful surroundings as well in which to enjoy these things.

Over the past few years, Pennsylvania has progressed in almost all of these things far faster than ever in our modern history.

Where four years ago, nearly a half-million of our people were without jobs, this year our unemployment rate not only has reached an all-time record low of 3.1 in two of the last four months but also has been well below the national average in 13 of the last 16 months.

And where, a few years ago, Pennsylvania trailed most other states in the wise use of our soils, today we are producing better quality foods for our people because we have now caught up, and incidentally, we have taken the lead in conservation farming. This is partly due to us and partly due to the help of the National Government, and *mostly* due to the farmers.

And today we're building interstate, state and farm-to-market roads at a rate far faster than we ever have before and ever in our history.

And today we not only have authorized the expenditure of nearly half of the \$70 million available for the purchase of new recreational lands under the guidance of Maurice Goddard, but we have progressed far faster in this entire field of conservation than any other state in the union, in the last three years.

*For example:*

Our new strip mine laws are not only models for the rest of the nation, and incidentally, have been followed to the letter, thank heaven, by Kentucky, and we hope by other states soon, but will soon result in the return of natural beauty to thousands of acres of lands previously left as hideous scars across the face of this Commonwealth. And we are also

trying to get the Federal Government under the Appalachian Program to take tremendous interest in this field on a national scale.

Our new clean streams law which becomes effective on January first of next year, calls for the elimination in the operating deep mines as sources of acid mine drainage into our streams.

This is the first and strongest such law anywhere in the world.

Our new research programs, and we're gaining a lot from research these days in this field into economical methods of converting acid mine drainage into pure water, have now progressed to the point where it is at long last possible to build treatment plants along our streams that are capable of handling millions of gallons daily.

This was mostly done, incidentally, under the direction of Dr. Charnbury, our Secretary of Mines. But we have gotten a tremendous help from industrial research in this field from the steel companies, Bethlehem, Jones and Laughlin, and others, have been outstanding, and likewise from independent groups of researching.

And here goes — and this is terribly important to all of you and what you're doing today and tomorrow — Our proposed new \$500 million dollar conservation bond issue, hopefully, will result in both early restoration of our abandoned strip mines and early elimination of abandoned deep mines as further sources of stream pollution. Incidentally, it passed the Legislature for the first time this year, it must pass again next year, and our hope is to put it to the people in the Primary next Spring.

I don't mean we're going to put miners out of business.

I mean we're going to effectuate methods by which we can take care of this acid mine drainage that comes from these mines.

And in addition, if approved by both the 1967 General Assembly and the people themselves, next Primary, we hope, this same bond issue also will result in stepping up our current attacks on the burning culm banks, which are terrific pollutants, the underground mine fires, and mine subsidence in both the anthracite and bituminous coal areas.

On top of that, this same bond issue also will result in creation of a State fund out of which we can further subsidize the construction of sewage treatment facilities by smaller communities not now able to afford to foot this substantial bill.

This same bond issue is probably the most important single thing that can be done in the fields that you're interested in, and that Pennsylvania has ever undertaken.

Finally, they'll set aside some \$200 million for the development of the conservational, recreational and historical lands purchases that were made under Project 70 at both the State and local levels.

We have all the land in the world, but if you don't develop it usefully and beautifully, of what use is it.

And I am certain that all of these things will be discussed at much greater length during your deliberations. I certainly hope they will over the next two days, and I am just as certain that all of them must be considered in light of the tremendous progress that is now going on throughout Pennsylvania in industrial development, urban renewal, highway construction and other areas.

For without this economic expansion, which is extremely important to us all, there would be neither the tax revenue with which to build a better environment nor the income or the leisure time for people to enjoy it.

You will consider in the next few days how to make our cities better places in which to live, and yet still be important centers of commerce and business.

And how to make resources like our Delaware, and our Susquehanna and our Ohio River Basin useful to industry.

Yes, this is of paramount importance to us, in order to preserve and enhance their natural beauty for all of us.

You will consider how to develop and redevelop our neglected waterfronts in cities and towns to make them attractive for both industry and recreation. And how to preserve and restore our priceless State forest lands, and our game lands, and our waterways — in short, our wilderness heritage — and still provide for mass recreation in an enormously growing population in the Northeastern part of the United States.

You will consider how best to restore our ruined mine lands, so as to both return them to their natural state and to make some of them available for future use in other ways.

In other words, our task, and it is a deep and tremendously penetrating one, is to come up with a comprehensive long-range plan for the continued orderly development of Pennsylvania as both an industrial and recreational giant — which it already is but has much further to go — with conservation and the enhancement of our natural resources and the beauty with which nature has blessed this Commonwealth.

Now to be sure, that's an enormous lot of words, and certainly more difficult than the words themselves.

The task isn't an easy one at all. It involves almost every phase of living and every phase of effort that is presently going on in our modern world.



It certainly involves soil conservation which is of paramount importance to us.

It certainly involves all the present efforts which have been engendered in the last couple of years about taking care of the vestiges that have been left by the mining industry in this Commonwealth of ours.

You know the legislation that is presently before the House and Senate. And incidentally, if any of you want to go over to Harrisburg, today and tomorrow, then don't hesitate. Do all the lobbying you can, because we have a critical moment right now. Yes, we got the junkyard bill through, and yes we got the road beautification bill through. But we haven't got the money through, yet, and that's due this week or next week. So spend some time over there, too.

And likewise, it certainly involves the development of parks all across the State and you know what Maurice and others are doing about this. It certainly involves tourism which so many people are participating in and which has grown in this State, partly due to the efforts that have been made by the Committee of 100,000, by the Department of Commerce, and partly by just people working on it.

Incidentally, we had a 20% increase of this, every year for three years. That's a 60% increase. Likewise, it certainly involves something which nobody's paying any attention to, at all, at this moment. I say nobody, I mean relatively few people. And that is the upcoming Susquehanna Compact.

Please let me bring this to your attention and think about it today and tomorrow. The Susquehanna River, its tributaries and its basin, makes up 46% of Pennsylvania. It is 21,000 square miles of our State and we are about to join in, if everybody is ready and willing, into a compact with Maryland and New York and the Federal Government for its conservation and its development. There isn't a single solitary thing coming up in the future with this State over which we have control — we don't have control over war and peace — which can be of greater importance than the future of all of you and everybody else in this State than this Compact. And more important, its implication. And we need the help and effort of wise people, of visionary people on this matter as greatly as we have ever had on anything that we have undertaken. And certainly our rivers and our waterways need you.

You know it never fails to amaze me, as I am sure it does all of you, to travel around the world, and particularly to Europe, and you see what the cities in Europe have done with their rivers and then you come back to the United States and you go through our towns and cities and see what we haven't done with them, or what we've done to them. It seems to me that we put all the worse things of our cities along the rivers, and they put



all the best, and no, I'm not one of these people who think everything that other people do are better than the United States, but I think we have the greatest nation in the world. But this is one area in which we have not done a job and where we have to spend a lot of money now, because of our mistakes in the past. It's going to cost us a lot in the future, but we've got to do a real job of making use of these waterways, which were once so beautiful, and which can be again as well as make a tremendous lot of difference all over our Commonwealth, particularly in our urban areas.

Well, just that little bit of language indicates to you how difficult this task is and how it takes in almost every gamut of living. But I am confident that one result of your discussions over the next two days will be at least a broad outline of the beautiful new Pennsylvania of the future.

For, only by so doing, as big a job as this is, can we ever hope to deny the most stinging indictment that has ever been made on mankind's attacks on nature:

"Man," once warned Albert Schweitzer, "has lost the capacity to foresee and forestall; he will end by destroying the earth!"

I say to you, let's make sure that doesn't happen in Pennsylvania.

Thank you.

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## INTRODUCTIONS AND OBJECTIVES OF THE CONFERENCE

FRANK E. MASLAND, JR.

THANK YOU VERY MUCH, GOVERNOR SCRANTON for that inspiring talk and charge and challenge. I think some of us are inclined to lose sight of the base that has been laid, of all the things that have been done and are in the mill here in this State. Certainly this Conference has a good sound base on which to build.

Two things, I do hope you won't carry out the Governor's suggestion to see your legislator while the Conference is in session. Instead may I suggest that each of you write a letter to your Senator and your Representative while you are here in Hershey. I think that might be quite effective.

Another thought occurred to me, Governor. While you were speaking you referred to Albert Schweitzer and his reference to this earth. It recalled to my mind Havelock Ellis' comment in this space age. He quite appropriately said, "If human predator hands could reach the sun and the moon and the stars, they too would have disappeared."

When I accepted this chairmanship, one of the agreements was that the Governor would be the only one who would talk at any length, and I now find myself with a lot of paper in front of me and it looks as though I was going to run on indefinitely. The paper's double spaced and I hope you will bear with me. When the Governor announced the appointment of a Steering Committee to develop plans for this Conference, he asked that those steps be taken that would enable Pennsylvania to regain the natural beauty that is her rightful heritage, and I suggest that this Conference accept that challenge. For in the over-all scheme of things there are those who will be judged by history for the way in which they guided our industrial empire, molded our labor movements, interpreted our laws and theological doctrines. And there are those who will be judged for the manner and the extent to which they met their responsibility for the preservation of the opportunity for man to commune with himself and his God in the silence of the wilderness and the tumult of the city.

I think it might be said that the Governor hopes his Conference will generate a public awareness of the need for urban and rural beauty — develop a program of action involving State and Local Government Agencies — enlist private participation, and where appropriate, through Government Administration and Legislation, provide the means for implementing the recommendations that result.

President Johnson has said that the people of our country not only want a more prosperous America, they want a more beautiful America as well. He believes they are concerned about the kind of country they are building for themselves and their children and that they are ready to support sound economic and imaginative programs to bring about a more beautiful America.

For we all know that ugliness breeds ugliness, crime, corruption, disregard for law and order, disrespect for God and man, in short delinquency in all ages. The converse of ugliness — beauty — begets beauty, in all its manifestations, in nature, in man's handiwork, and in the realm of the spiritual.

The value of beauty and the price of ugliness can be reckoned in dollars. But the ways in which the enhancement of beauty and the abatement of ugliness — in city, village and countryside — can add to the inner prosperity of the human spirit are beyond calculation.

The Hebrew-Christian religion is always just one generation away from extinction. It has to be passed on to the next generation. Certainly, if each generation does not cultivate the concept of conservation and pass it on to the next, the creeping unguided megalopolis — like sand dunes advancing before the wind — will blot out the landscape.

Stewart Udall, Secretary of the Interior, has said, "If there is any single word which could provide an ideal foundation stone upon which a more beautiful America can be built, that word is 'synergism'." Briefly, synergism means that the total effect — the end result — is greater through cooperative action than through actions that are taken separately.

The concept of beauty to total environment is the catalyst that for the first time is bringing together city planners, builders and business men with conservationists, economists and architects. Jointly we view with concern the rate at which we have consumed our resources, disfigured the land and created urban areas that are neither aesthetically attractive nor functionally efficient, and jointly we have decided to do something about it.

For we have discovered that "beauty is good business." The word beauty has many connotations. Its significance is no longer limited to the salon, or the beauty parlor, no longer is it an effeminate term. It has been woven into the fabric of everyday conversation. It encompasses the world around us. Suddenly it is good business and the astute business man is becoming a staunch supporter.

Now there are just a few points I would like to emphasize about the urgency of what we are undertaking.

One threat to beauty and its kindred values is the outpouring of waste products — sewage, refuse and gases, in the millions of tons that foul our waters, and litter the countryside and pollute the air we breathe. These unwanted by-products of an industrial and metropolitan civilization are threatening our health, and our prosperity, even our lives.

The kind of environment we provide for ourselves, for our children and our grandchildren is the measure of our culture and our maturity. We react to our surroundings far more than we realize. If our homes display decay, neglect and depression, so does our thinking. If our places of employment become cells of windowless walls surrounded by great piles of waste, so does our work performance. If our ever-increasing hours of recreation are spent in rushing forth on congested highways, past junkyards, strip mines and high power swaths, through avenues of billboards to facilities rapidly deteriorating, where then is that opportunity for renewal of the spirit we seek so desperately? We become slaves to the ugliness that surrounds us. Even more, we are the slaves of the culture that spawned these problems. Ours is the choice of submitting endlessly to this deadening process or paying the price of freedom through concerted action in a costly restoration of what might have been.

If we succumb to the impulse to build without considering the impact of what we destroy and create upon the spiritual in man, we are abusing our stewardship and following the steps of those of whom we are critical.

Beauty is not the child of law nor the product of force. Beauty is the fruit of knowledge. The truly educated cannot deliberately deface. Beauty is the cumulative result of the concern of every citizen from potential vandal and litterbug to those responsible for industrial and community pollution of air and water and for landscape spoilation by sign boards, strip mines, junkyards, high power swaths or any act, that contaminates, mars or degrades.

We must be motivated and we must motivate. It is our task here today to provide a blueprint that will serve public, private and individual interests with suggestions for immediate and future action.

Education is essential. There must be a place for it in schools and colleges. Conservation trained men and women are now in demand in many private industries and government. It's a growing field, an interesting opportunity for youth. And the coming years will see a great need for young men and women who understand the inter-relationships and inter-dependence of soil, water, minerals, plants, wildlife and man. Through the process of education we must learn to care. We must arouse in all our people a zeal to take on new habits of stewardship, new concepts of their prerogatives, a new conscience regarding the world around them.

If enough of us care enough to do enough, we will write a new profile of our great Commonwealth in the journal of her future.

Now, in conclusion, just let me emphasize that the success of this Conference will be judged by what transpires after it is over. For it to be successful a continuing program of an effective nature must be initiated. There must be no lagging of interest on the State organizational level or any other level. I hope that area, the area of a continuing form of activity will be the subject of specific recommendations from this Conference.



# THE STATE AND LOCAL PARTNERSHIP

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Chairman — JOSEPH W. BARR, *Secretary*, Dept. of Community Affairs

W. Thacher Longstreth  
*Executive Director*  
Philadelphia Chamber of Commerce

John W. Scott  
*Master*  
Pennsylvania State Grange

Richard G. Marden  
*Executive Director*  
Pennsylvania League of Cities

Phillips B. Street  
*Vice President*  
First Boston Corporation

Daniel Rogers, *Director*  
Bureau of Community Development  
Department of Community Affairs

Ralph R. Widner  
*Executive Director*  
Appalachia Regional Commission

## PANEL STAFF ADVISOR

Fred E. Hershey, *Director*  
Bureau of Municipal Affairs

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## Chairman BARR

This panel as the program indicates has to do with the vast problem of inter-relationships among the multitudes of people that we now find passionately involved in natural beauty.

Natural beauty is now a national goal. You might say it's national policy. The White House Conference underscored this. Activation of the idea embraces multitudes of people, groups, organizations and institutions and the inter-relations among them. For the conservation movement, to paraphrase Russell Train of the Conservation Federation, what was seemingly limited to small groups, representing small interests, is now being placed in the hands of all the people where it belongs, since men and women now sense the problems of our American environment in breadth and in depth. The idea of natural beauty is something they can understand and come to grips with, care about deeply, for themselves and their children.

Slogans often give pithy expression that encourages the public response to conditions and challenges. There was one floating around the preliminary conference of this panel yesterday — "Stamp Out Creeping Uglification."

This panel is primarily concerned, you and we together, that specific techniques be given a structure for unified action. This possibly suggests then that government, with its existing capabilities for formulating policy, crystallizing consensus on issues, legislating and enforcing, could well constitute that basic framework to catalyze public action on the natural beauty idea; to discipline the response. This would call, then, for you to utilize

existing instruments of local, state and federal government, tied in, of course, with civic action agencies at these levels.

Now, how can this complex of organizations, governments and people be brought together in an effective, unified action towards a common goal? That's the question to be probed. Our panel has some ideas on how this might be attempted. They'll give you some hints as to what they are thinking in the course of presenting aspects of creeping uglification from six viewpoints. But mainly they want to provoke you to reaction. They may even jab your ribs a bit with thrusts that may seem way out. You'll say maybe utterly unfeasible.

But that's the point of our being here. We're probing for stimulating ideas, for innovation, bold new thrusts of the imagination. We'll worry about feasibility later. But let's have fun and let's have our ideas.

I mentioned six viewpoints, and here they are. I introduce the panel members. We start with where the problems are in the communities, where the remedies must be applied, and the first panelist will be Dick Marden, who is Executive Director of the Pennsylvania League of Cities, a man who is well known as a professional in urban problems, and incidentally, an ardent outdoorsman.

The non-urban communities' problem of beautification — uglification if you want to call it that — will be covered by John Scott, who is Master of the Pennsylvania Grange. The business community, the economics of beauty which were referred to this morning, will be covered by Phillips Street, Vice President of the First Boston Corporation in Philadelphia.

The metropolitan area communities will be discussed by Thacher Longstreth, Executive Vice President with the Philadelphia Chamber of Commerce, who certainly is knowledgeable in the inter-relationship between civic action and government.

Then we move to the State level with Dan Rogers, whom we all know as the distinguished head of the Bureau of Community Development, and a key figure in the new Department of Community Affairs.

And at the Federal level, Ralph Widner, formerly of our own Pennsylvania State Planning Board, now Executive Director of the Appalachia Commission in Washington.

So Dick, will you lead off with your comments?

RICHARD G. MARDEN

By way of introduction, I think it is important that I emphasize that our cities did not uglify themselves. City Hall does not own any pizza parlors, used car lots, junkyards, gas stations, drive-ins, or slum apartments. The



uglification of our cities and our countryside has been accomplished by a powerful coalition of apathy and special interest groups. I don't need to announce and identify them for you; they have left their touch mark on all of their blighting creations.

I don't know one single person or group, in the whole Commonwealth that isn't for natural beauty. But I do know many people and many groups, who are against zoning, against planning, against building codes, and housing codes, and all the regulatory measures that are so important if we are to retain natural beauty. I think, for example, of the brilliant orange and black bumper stickers that we see on our highways, proclaiming liberty — not zoning. So the right score on natural beauty is not only one against apathy — it must engage itself with powerful forces who see a threat to their personal freedom or to their profit.

But to be perfectly honest, all of us, including cities, must share the blame for uglification. We are concerned right now, for example, with the recent order of the United States Post Office Department, mandating curbside mail deliveries in all new residential areas. Now, the old Post Office Department policy required curbside mail boxes only until the residential area became sufficiently developed. So here we have the incongruous situation of raising our sights, to tear down the unsightly overhead wires, while at the same time unsightly jungles of mailboxes are springing up around our feet. This jungle is being promoted by our own Federal Government, which was committed, we thought, to beautifying the countryside.

Now, if we seriously intend to involve cities, and other local governments in ambitious programs of beautification, we must liberalize statutes governing the duties and responsibilities of political sub-divisions in the offices of our communities. Time and time again, our cities find that they lack the legal authority to do the jobs or provide the services that our citizens have every right to expect. And those of you who are in private business just can't imagine the narrow path that our city officials must tread. The bold farsighted, imaginative city official soon bumps up against a statute, or the lack of a statute, which crushes his enthusiasm.

And these laws are not easily changed. For years, the Pennsylvania League of Cities has been seeking legislation which would make it possible for a city to adopt any standard nationally recognized building code, housing code, fire prevention code, health code, or other regulatory codes and we have been completely unsuccessful.

Now there are cities in the Commonwealth of Pennsylvania, unlike cities in some other states, which have no home rule charters, giving them broad grants of power to meet the challenges of a changing society. Governor Scranton recognized this problem when he told a joint session of the Gen-

eral Assembly that he intended to create a high level task force to concern itself with stripping away the restrictive legislation and Constitutional anachronisms.

So really at question here is the ability of local government to respond to this challenge of natural beauty, to respond structurally, organizationally, and financially. Unhappily, the present defensive position of our local governments make such an effective response exceedingly difficult.

Now we come to the questions of priorities, and I wonder what priority you would place on natural beauty if you were a city official? Our Pennsylvania cities are plagued with exceedingly difficult problems. You know what they are: traffic congestion, slums and blight, housing, unemployment, air pollution, water pollution, juvenile delinquency. And underlying all of these is the difficult effort to get the money to finance the day to day struggle for survival in our cities. But, given the tools and the incentive, I think that most of our cities and most of our city officials would give a very high priority to natural beauty, because it seems to me that in almost every case, natural beauty is not only part of the problem, but a part of the solution.

By State law in Pennsylvania our communities are structured to provide only basic housekeeping services. Fire, police, street sweeping, this sort of thing. In all of these, basic housekeeping functions must take priority over everything else.

Well, what about our proposed state local partnership in natural beauty? Let me make these recommendations:

1. Our Pennsylvania cities are hampered from effective participation in this partnership by restrictive legislation. These restrictions should be relaxed.

2. If natural beauty is to be a concern of our cities, and I'm sure that we all agree that it should be, some general authorization and organizational structure should be at least suggested by the legal statutes.

3. Each session of our General Assembly slashes away at existing revenue sources of all our local governments. It mandates new and costly programs for our communities without providing any financing. And it further outrages our concept of home rule, that is, the right of local people to manage their local affairs. Relief from this sort of oppressive legislation would strengthen the will and ability of our local communities to join in this proposed state local partnership.

4. We need a plan, some sort of mechanism, some sort of structure, or organization, and of course, we need financing. No state-local partnerships on natural beauty would have any real chance of success in getting the job done without all of these factors.

And we know it can be done. The magnificent job of planning, organizing, and administering Project 70 is evidence that it can be done.

Now, finally, let me emphasize that my comments have not been intended as criticisms, but rather as a statement of realities. How futile it would be to expect local government to do a job which it had neither the legal authority, the organizational structure, nor the financing to do it.

But really, the future does look bright to me and here today we are taking the first steps toward that future. I can't imagine that anyone would have dreamed of calling this Conference even a few short years ago. So in conclusion, I can promise that the Pennsylvania League of Cities enthusiastically endorses the objectives of this Conference and the proposed state-local partnership.

Chairman BARR

Thank you Dick. You have furnished some meat for discussion here. Bear in mind that Dick is talking not just from the point of view of cities, but of all local government — all of our local government jurisdictions, townships, counties, etc., and we'll come back later Dick to amplify on your topic.

Now let's turn to John Scott, Master of the Pennsylvania Grange. John, incidentally, I believe is very much interested in this question of zoning in the rural areas and has been on a number of committees, directed to that end.

JOHN SCOTT

Thank you, Secretary Barr. I was assigned the task of discussing for a few minutes the problems of natural beauty in rural areas.

Rural areas have an inherited natural beauty. In the beginning God created the earth. He created it without blemish. Pennsylvania has extra blessings in this respect. Our hills, valleys, mountains, streams, natural flowers and farm lands, and breath taking views that we may see as we travel over our state are unequaled in splendor. I believe that everyone here agrees with this statement. But sad to say many times our natural beauty and the possibilities of it is appreciated more by people who come into our State from the outside than it is by us who live here every day.

The problems of natural beauty in rural areas are man made — therefore, they must be corrected by man. Natural beauty is marred in many ways. Some of the blemishes come as a result of worthwhile endeavor. Some come from increased population. Others from careless planning. The blemish on our natural beauty caused by industrial needs, highway construction, stream pollution, and urban sprawl, will be dealt with by other speakers.



Many of the blemishes on the natural beauty of the rural area comes from either disrespect, carelessness, or just plain thoughtlessness. It is to the problems of this category that I wish to call your attention. Rural areas over the years have become the dumping grounds for unwanted items of all kinds. It is hard to visualize how residents of beautiful suburban residential areas can rationalize loading the unwanted trash from their lawn, cellar and garage into the trunk of the family car, drive out to a rural road, look both ways, and roll the bundle down over the hill on some farmer's back field. It is just as disturbing and even far more expensive for farmers to drive their tractors along these edges of fields that border highways, and drive their tires which cost well over \$100 dollars each over beer and whiskey bottles that have been carelessly tossed from a speeding car. Carelessness and disrespect are a real problem.

I have had folks say, "We have a no-litter law. Why don't you farmers have the offenders arrested?" It is next to impossible to police all the rural roads of our state. These acts of disrespect are widespread. They are carried out quickly. Folks who work at this method of disposing their rubbish take time to tear their name off the material first. That's hard to believe, isn't it? It is true, however. I have rummaged through more than one bag of junk, left in a fenced corner of our farm and not once was there any clue left as to who might have left the bundle. This might seem to you like a very small problem as far as natural beauty is concerned but to those of us who own land in rural areas it is a big problem. It is a definite case of a blemished natural beauty.

Secretary Harral has records to show that the Highway Department spends in excess of \$850 thousand dollars a year to pick up rubbish along the State highways right-of-way. This does not include the tremendous amount of tax money spent to clean up our locally maintained roads and streets. For there are twice as many roads maintained by local government — cities, boroughs and townships — as are maintained by the State Department of Highways. These are your tax dollars that cannot be used for permanent improvement because the minority of our people are disrespectful, careless and indifferent.

Ladies and gentlemen, legislation will not correct this problem. At least it will be very hard to correct it by legislation. This can only be corrected by all of us creating a desire for a clean looking community and countryside among our fellowmen. And secondly, by developing a realization among all of our people that a good-looking, clean-appearing community is an individual responsibility.

In addition to creating natural beauty in rural areas by keeping them clean and free from scattered rubbish, we must create an awareness of preservation in the minds of both State and local officials. Trees that are

growing in the path of new construction must be respected. A little care can save a grove that will preserve a natural beauty spot, instead of creating a barren right-of-way. New emphasis needs to be placed on right-of-way management. Power companies as well as the highway department and township supervisors could be required to clear away underbrush that has been killed by either cutting or spraying.

Great strides have been made by both local and state highway departments in the area of roadside planting and roadside mowing. These are both very important and we, as farmers and landowners, must also take pride in our fence corners that come up close to the road. All of these areas must be emphasized in this drive for a more beautiful countryside.

Civic organizations can make a great contribution in natural beauty of their communities by organizing and carrying out the new look movement. A few days of clean up, a few dollars from the budget spent for plants and seed can transform a community from just another little town to a natural beauty spot. A nice flower garden or shrubbery around the name of the town as you enter into it. Drive through Ebensburg in the summer time and see flowers in tops of the parking meters in pots, (the responsibility of being maintained having been assumed by the individual shop keeper). Or drive through in the winter time and see the shrubbery, posed there in the same holder. The Grange, Garden Clubs, conservation organizations all across the State need to accept this tremendous challenge that they can do in this area.

I think we do not need, we should not let ourselves, rely upon government at the State, local or national level to do everything for us. Let us prove to all the States that Pennsylvania has citizens that are concerned. Use the facilities of local government, States, and federal government money for the big job. But let's keep up the little job that can be and can only be done by individual responsibility.

In the beginning God created the Heaven and the Earth. Natural beauty was then without blemish. We are the stewards of this wonderful creation. The countryside will record our successes and our failures.

Chairman BARR

Very fine, John. You tossed out something that might be worthy of discussion later and that is the relationship between legislative enforcement and voluntary action. I think there are those who feel as you threw out the comments that this must be a voluntary thing; you can't legislate beauty. On the other hand, I suppose there are those who might feel that we got to get some teeth into the thing by legislation. I just opened the question. I think this is typical of what we want to talk about here today.

The next panelist is Mr. Phillips Street of the First Boston Corporation of Philadelphia who, as I said, represents very nicely the business community but I should add that he is an ardent conservationist. Yesterday, he quite interestingly dropped the information that he was quite a strong proponent of the Hawk Law. It was interesting to me, I never heard of it. The hawk population, apparently, is diminishing. Did you know that? I didn't. Another manifestation of the upsetting of the ecological balance here. The law didn't go through apparently, but I give you that background on his conservationist's interests.

### PHILLIPS STREET

Thank you Joe. The economics of beautification is a tough assignment. Costs can often be estimated but their eventual benefits may be years in the making, are usually continuous and their conversion into actual dollars and cents is often difficult to accomplish with any real degree of accuracy.

Usually too, this beautification is a secondary goal and the expenditure required is justifiable on other than simply beautification grounds. Highway building, for instance, is certainly a valid governmental expenditure. Yet the preservation of natural beauty along newly constructed highways need not be a great additional expense, if provision is made for it at the beginning of the highway planning. It goes without saying certainly, that any area, rural or urban, which is either directly or indirectly affected by beautification efforts is going to be a more valuable place because of it.

Let me mention two dramatic examples in Philadelphia. In center city, the renaissance which began with the tearing down of the old Broad Street Station and the Chinese Wall continues unabated. Like outer ripples from a stone dropped into a pool, each progressive step seems to encourage another and a block beyond. They have the Penn Center Building, the Sheraton, the IBM Building, the transportation building, and on and on it goes. Now they're tearing down that ugly Commercial Trust Building and in its place there's going to be a park and beyond that there are now plans for a Girard Trust, Fidelity Mutual Life, complex office building. And on the other side Continental Square and a complex there, which apparently is going to house two major firms.

The city's contribution to this beautification program west of City Hall is in the neighborhood of \$9 million dollars. In return, there is emerging a growing complex of new and beautiful buildings and open spaces. There has created an enormously greater value to the nearby properties and the city has benefited through other contributions to the area which a large and prosperous working population makes possible as it patronizes the city stores, theaters, restaurants, etc.



Downtown, the Independence Mall-Society Hill project has produced one of the most dramatic face liftings in any urban area anywhere, and it is an example of federal, state and local partnership at its best. The point that I want to make about this one is that it took a \$12 million dollar appropriation by the Commonwealth to complete the Independence Mall, and because it did so, two major Philadelphia-based firms, who were very seriously considering moving to the suburbs, stayed in Philadelphia. One of them, Rohm & Haas has built a magnificent new building right adjacent to the Mall, on land offered it by the Philadelphia Redevelopment Authority. It has not only a downtown office staff of more than a thousand people, but also a bank, an accounting firm and a very successful restaurant. General Accident Insurance with 1,250 employees is also expanding.

So once again money, wisely spent, is going to reap continuous and ever increasing dividends as this area of redevelopment widens and prospers.

Another project for which some facts and figures can be cited is the proposed clean up of the Delaware River estuary. The recently published preliminary report by the Federal Bureau of Pollution Control Administration is an exceedingly thorough study of this problem, its causes, who is responsible, what can be done about it and what it may cost. The report suggests four alternatives. The least costly represents a minimum enhancement of the present water quality conditions. The estimated cost is somewhere between \$70 million and \$120 million. The alternate benefit program might cost \$406 million, but on the other side of the coin, the recreational benefits alone — swimming, boating, and of course, fishing — has been estimated to range somewhere in \$160 to \$350 million area.

On top of this, improved commercial fishing benefits range above \$10 million. If one could know what to add to these figures to put into money what a clean Delaware will mean to municipal water supply, to property values along a clean river, to reduced damage to piers, bridge abutments, and ships, and increased employment and taxes as new facilities are developed, we would realize that the cost is not as staggering as it seems at first look. And the preservation of natural beauty, a very secondary goal, will be implemented.

To mention just one set of figures for suburbia, it appears from what was presented at the White House Conference that utility wires can be put under ground in developments for about one and a half times the cost of the ugly overhead wires. I am sure you will hear more about this on the Utilities Panel but the interesting point is that the houses with underground wiring are worth more because of their more attractive setting than the difference of cost in putting the wires underground. So let's make this a must for new development.

The existing tax structure offers no incentive for the restoration or preservation of natural beauty. Possible incentive through tax relief or tax exemption for those who make provisions for these goals and their plans and preserve green space is something which we in the Commonwealth and those in the Federal Government should certainly implement.

Never has there been such a favorable climate for the furtherance of natural beauty than now, both natural beauty in the real sense and urban beautification. We have a federal establishment which is committed to us as never before. We have a State whose interest is evidenced by this Governor's Conference. We have regional conservation districts, urban associations, foundations, all eager and anxious to get on with the job, as all of you are here.

How to most effectively bring together these public and private groups, coordinate their efforts, and effectively use the funds which are available, is a subject which I am sure, Ralph Widner, you are going to comment on later.

Chairman BARR

Thank you. Here again we have some interesting ideas for speculation and debate. In our panel discussions yesterday, preliminary to this, the question of tax incentive to induce private developers, for instance, to provide adequate space around buildings was discussed. On the other side of that coin you get the response of many municipal officials, "Oh for goodness sake don't deplete our tax base any further by allowing more tax incentive." I just toss this out for a mental note worthy of discussion later. Next we'll have Mr. Thacher Longstreth, Vice President of the Philadelphia Chamber of Commerce. Thach.

THACHER LONGSTRETH

Secretary Barr, I think that my own interest in the subject today really began to accentuate itself about eight or nine years ago when my wife and children and I took to going out on camping trips throughout the country during the summer, sleeping on the ground in sleeping bags, cooking our own food and really being exposed to thirty-odd states and the almost fantastic beauty that exists in this entire country. And as this happens you begin to become a disciple, I guess, of the whole concept of beautification.

Perhaps it is through this development of the inner soul and an interest in the appearance of things that you begin to think from the standpoint of economics and the hard facts of what makes people act and then try and translate this action into deeds that can bring about not the ending of the natural beautification that John Scott talked about, but where we can actually start to create on our own additional beauties to that which we have already inherited. This of course, accentuates the importance of the in-

dividual, the private individual, and his or her participation in beautification. And certainly, although we are faced with many problems in the opposite direction I think we must not lose sight of the fact that there are enormous numbers of people today who are taking increasing participation in beautification.

I think of just two instances in the Philadelphia area, Mrs. Walter Craig, whom you will hear from later on in this Conference, over a period of a number of years, has stimulated literally thousands of individuals in low income areas in a big urban sprawl of Philadelphia to create a new concept in an area where you wouldn't think that beauty was possible. A lawyer named Henry Reese, who lived out on the Chestnut Hill line began to get individual commuters on the commuting railroad there interested in redevelopment of beautification in the rather ugly railroad stations that are along those lines and that had been allowed to fall into almost a total decline. And now there's flower pots and green lawns, there's just a whole different attitude on the people who use those stations, towards something that really was a liability and now is becoming an important part of suburban beautification.

We see the same thing happening more and more now as far as businesses are concerned. As long ago as 25 or 30 years ago, the Johnson & Johnson Company over in New Jersey began to develop a concept of beautification in the development of their new facilities. Phil Street has already talked about the development of the Rohm & Haas building at Independence Mall in Philadelphia, another example of a building that has been carefully planned to fit into characteristics of the particular division of the city in which it was placed.

Now, I think this is going to tie in very closely with the need for the kind of education, starting at very early ages, both with our individuals when they are in school and with the businessmen proper, that has been characteristic, let's say, of the use of Smoky The Bear. I think if you look at some of the emphasis that take place today in our local schools, starting at a very early age to emphasize the importance of prevention of fire, forest fires, etc., how this can gradually be expanded to a greater and greater appreciation of beauty. We're trying to do this in some of our large urban schools today by taking kids down to the academies and out into the suburban area. Kids that have never seen animals, never really seen much of grass and trees. Give them a chance to see them so that this whole concept of beautification begins to have some real meaning towards children who ordinarily might not even know what the word beautification means.

From the businessman's standpoint, of course, we get into an educational process that's a little bit more pragmatic, and that is, how can we tie in



beautification with profit? I think that there are a number of ways in which this can be done. Some have already been touched upon. None of these are really new, but it's an application of the old technique of the carrot and the stick, as it might apply to the private business sector. I think obviously the tax credit is going to have to be a tool that will be used in increased fashion as it relates to new business, in the spread and development of new business everywhere.

In other words, the businessman who is willing to put into his development or the erection of his new plant, a considerable sum of investment in order to maintain beautification and other aspects of conservation is going to have to be given some tax credit somewhere along the line in order to get him to do this on a broad base. Now this isn't a new tool. It's been used in many aspects by government, and I think it will continue to be. But I think that those of us who are interested in beautification must recognize that this tool must not be overlooked by us and not be allowed to more or less fall into disuse because of its utilization by some other cause of similar importance.

I think that the recognition at the State and national level of business people who have made a particular effort along these lines could be an important tool. Let's face it, recognition today is just as important for a businessman as it is for a schoolboy graduating at the head of his class, or for people who we are trying to honor for specific achievement, and if the problems of beautification within the industrial development come through the leadership of particular businessmen, I think that they can be recognized and honored and that the accumulation of accomplishments of such a thing would be much larger than we would possibly recognize.

Certainly the impact of federal spending, and its correlation to what we do locally both from a business standpoint or just from general citizenship is going to be very important. There are some of us who are rash enough to think underground highways, for example, are going to be a very important part of beautification in the future. There is a number of us in Philadelphia who feel very strongly about this and who point to countries abroad where already broad plans are being made to establish highway systems underground in Scandinavian countries and others. In spite of the enormous costs that are involved, certainly this is probably not too far off in happening in this country. And hadn't we better start to investigate and to explore this rather revolutionary concept of highway building.

Obviously, zoning, inspection, building codes, these are all things that have to be an important part of our future as they relate to business and as they relate to local government. We just are not going to be able to allow the private individual to go ahead as he sees fit, if we expect to keep a major share of the beauty that our generation has inherited. Always we

have the pressure of business and of profit, and as the Governor touched upon earlier today, the 20 percent increase which our tourism has enjoyed in the last three years. I think it becomes obvious to us all that tourism today is heavily dependent upon beautification, and those areas that are able to maintain or increase their natural beauty, increase by a disproportionate amount the income from tourism.

We in Pennsylvania, really in the last four or five years, have discovered tourism and I think that as we develop even greater beautification in our rural-suburban areas this is going to pay off in increased numbers of tourists.

Finally, of course, we have got to recognize the tremendous aspect of the problem that faces us, the problem that's based on population growth. The space needs for industrial development, the needs for residential building, etc., are such that very often we are forced to make a difficult choice. Do we allow an area to remain in its natural state or are we forced to take it over by the bulldozer and turn it over for a residential housing? Are we willing, for example, to build upwards and to make more and more people in our state live on top of each other in high-rise apartments, recognizing that there is an ugliness to this and yet recognizing also that this is the only way in which we will be able to keep some of our present land unoccupied by buildings of one sort or another?

And so, Mr. Chairman, really, I think that we face here in the whole concept of beautification the necessity for treading a road between government interference and the freedom of the enterpriser, and freedom of the individual. I think that in Pennsylvania it is going to be our ability to find the middle way that will determine in the long run just how far we will go towards maintaining the natural beauties of Pennsylvania.

Chairman BARR

The underground highways is a type of provocative idea that we have been reaching for here.

We come to Daniel Rogers, our well known professional expert in community development for the Department of Community Affairs.

DANIEL ROGERS

Joe, do you recall Omar Khayyam's poem "The Rubiyat". He describes a picnic there involving a jug of wine and a loaf of bread, and he ends up by this cryptic, "Ah wilderness, and wilderness is paradise and now."

I have been wondering whether in those days people didn't pick up their jugs and bread wrappers when they left the picnic site. As Dick Marden said, communities did not uglify themselves. Basically, I agree with you, Dick. I think though that the solution to all of our problems that we have

been discussing this morning, will be locally implemented, however. The State occupies a middle position in the federal-state-local section.

One example of this position came up just about two or three weeks ago. We had a little conference between some representatives of the highway department; they have some landscape people that are pretty well skilled in helping communities with highway type landscaping. These people, though, are very short in supply. The Federal Government is providing anti-poverty money through this recently enacted Nelson amendment which helps employ people to do landscape work and some communities will also do this around cloverleafs and entrances to their communities just off of the Highway Department's responsibilities. They wanted to utilize technical assistance from the Highway Department, so we had a little discourse just to see how feasible this would be.

The State, therefore, plays an important role in providing the framework for implementation of the local program. The Commonwealth is providing four things that I can think of: technical assistance; enabling legislation; grants and aids; and cleaning up its own house. In the technical assistance field, for instance, the Department of Forests and Waters has its various forest service programs, and the department was sending people in assisting in cooperation with individuals and landowners.

The program of the Department of Community Affairs has extensive programs of technical assistance in connection with the urban planning assistance program. There are dollars for this. Frankly, it comes from the Federal Government and it's administered through the State government. A very unusual way for the administration of federal funds, incidentally, and it's been extremely effective, because the department, which originally started this program in Pennsylvania, and now the Department of Community Affairs, has succeeded in getting more communities involved in this program than any other State.

These plans provide a guide for orderly growth to both urban and rural areas. They are the cornerstone for land use planning by which development is guided around areas of natural beauty. We try to have the natural and manmade monuments complement each other, rather than distracting from each other. We have almost a thousand planning commissions working in this field now and we've got lots of plans. I'm afraid that too many of them are in desk drawers, around the community hall. My first recommendations to communities is that they get those plans out, upgrade them if necessary, and start trying to implement them. There are many programs now, many new programs, state and federal, to help with this implementation.

Despite these efforts, we are just beginning to meet what I call the land pollution challenges. We've talked about air pollution and water pollution.



I think we have land pollution challenges that consist of the clutter of strip development signs and all these other things that you're familiar with and some of which have been mentioned here, including sub-standard residential, commercial, and industrial buildings, old tipples, and this sort of thing that particularly clutter up the entrances to our communities.

The new department, that is, the new Department of Community Affairs, is going to have a Bureau of Community Services. I believe that this will step up the technical services to communities in all of these areas. There will be five regions, and in each region there will be a generalist who is familiar with all of these State and local programs, and he will help coordinate and achieve action, with a good many people working under him.

The second point I made, where State assistance comes in is that of legislation. In this instance, I'm just going to point out is the fact that the recently enacted strip mine act and the recently strengthened stream pollution control act have become models for the whole United States. The Governor mentioned the new junkyard control and the rest area laws and he is quite aware to the needs for support for further action to make us eligible for more federal funds. I certainly support this too. I'd be foolish if I didn't, but for years I felt that we needed some more protection along the highways and the fact that we've even helped an unsuccessful attempt to get protection, along the major highways at least, of the growth of all the clutter around the interchanges. In other words, we need some way, particularly in the up-state area to protecting the interchanges. I feel that we must support this control of action around interchanges and we must support the State Planning Code so that we can get more reason in our planning and zoning processes.

Another job we have is that the stream pollution legislation serves not only as a goal but it really does not shut off the pollution in our streams. We need more research, for instance, in how to prevent, how to control the creation of acid in our mines, in the strip mines and deep mines both that pollute several thousand miles of Pennsylvania streams. We are certain this is already underway. The Appalachia program which I suspect Ralph Widner will mention is providing assistance in this field but we need more research here and then we need cooperation by business and industry in making these things work.

In the field of Federal financial assistance to local government, Project 70 has already been mentioned. Without getting into statistics, Pennsylvania is one of only eight States in the United States that has any financial assistance to local efforts. It illustrates our position. Certainly there is no better example of the state assuming partnership role than through this Project 70 program, and it has renewed, and in most cases, actually initiated action so that some 400 communities are acquiring land and protecting it

through this program. This has had a side effect, too, of encouraging adjoining units of local government to cooperate with the initiating unit so that they can have coordinated recreational areas, and several counties are coordinating the whole program for the county.

We need enabling legislation, though, to make this acquisition more flexible. I don't believe, in fact, our experiences show that we don't require a fee simple title in all cases to preserve land, and some mechanism should be legalized so that we could acquire preservation easements. I think we could do more with this program dollarwise. I think, too, that we should consider constitutional amendment to permit tax stabilization so that land and open space can be preserved in open space use without being taxed and being sold for some higher use, unnecessarily.

The demonstration by State agencies, the Department of Forest and Waters, the Fish and Game and Historical Commissions, are doing an increasingly better job by preserving and developing our State's forests, parks and water resources, stream access sites and historical properties. The Pennsylvania Highway Department is making great strides in coordinating highway impact with local planning commissions and providing a more adequate highway design. Much still has to be done, of course, in improving the appearance of our state highways, and including better treatment of maintenance areas.

Scenic parkways for the leisure travel of those interested in driving for pleasure must be identified now and incorporated into the highway planning program. We do not want to end up with expanses of marvelous high speed highways with no place to go for recreation. State aid programs for mass transportation and urban renewal should require that beautification concepts be incorporated.

Chairman BARR

Very good, Dan. Your comment on citing several efforts to blend natural monuments with man made monuments, sort of reminds one, again to come back to Russell Train. His definition of natural beauty is one, he says, of the unity of man and nature and our goal to achieve a harmonious relationship between the two; of creative, productive harmony between the works of man and the works of nature. Here, he says, we possess a clear basis for positive action programs to protect and improve our environment. I think we might well come back to that theme on how do we bring about this harmony in imposing design, as you have suggested, on State and Federal projects undertaken.

Next we move to the Federal level, in this total government concept, with bringing all resources available to bear on the realization of natural beauty. Ralph Widner, Executive Director of the Appalachia Commission.

There's a great myth in this country that because the National Government is growing so big and its budget getting so enormous that the States are doomed to die. And yet I make a bet with anybody in this auditorium that within the next two to three years, you're going to see some very dramatic innovations which are going to make the State the critical center of decision in program after program, and it will continue to be the kingpin of the American political system.

Now it seems to me that there's a pattern developed here today where we all agree that the center of decision on what is going to be done rests at the local level and in a private sector. The State role is to devise programs and tools that can be used across the board by the communities of the State. It seems to me that one of the roles that falls to Federal level is to provide some even broader programs of assistance, but also to provide a good bit of the wherewithal that is needed. There is no point in kidding ourselves; it just so happens that back in 1913, it happened to capture the most effective tax system we've got and it's going to be producing surplus revenues if we ever get peace in others parts of the world.

The question is where are those revenues going to go, and the growing consensus is that they're going to go to the States to meet the local problems that have been plaguing us for so many years. So I would like to address myself to several points.

First of all, the Federal responsibility so far as we are concerned here is to provide a good deal of the wherewithal to do the job, and that we really have four different kinds of problems. We've got a planning problem. I can't say how delightful it is to hear the Governor of this Commonwealth say that what we need more than anything else if we are going to succeed in this endeavor is a good sound comprehensive State plan, which we can all share, and on the basis of which we can participate jointly in a common endeavor. This is the critical thing that I think ought to come out of this Conference. But there must be a recommendation for a plan of action developed by the State, agreed upon by the local communities, which becomes the common, agreed platform for action.

We have also agreed that there's a question of organization. How do we organize to do this? I'd like to address some comments to that at the end of my remarks. We also have the problems of control. How we control what we're doing right now so that we just don't compound our problems? And finally, how do we act? How do we get the kind of environment in this State that we so earnestly seek? Let me address myself to a number of those points.



First of all, so far as a plan of action is concerned, a very substantial amount of Federal assistance is available to prepare those plans. Two-thirds of the cost of preparing them is available under the Federal 701 Program. Indeed, in 52 of our counties, west and north of the mountains, the Appalachia Act amended that program so that we are eligible for three-fourths the cost of preparing those plans. Now we have pieces of a plan already. We have Project 70, we have the outdoor recreation plan prepared by Secretary Goddard, for the Bureau of Outdoor Recreation. But we must go beyond that and I would like to suggest that here's a case where the State can show the Federal Government how to act.

We shouldn't just guide state action and to a lesser degree local action, with the State plan; it's got to shake the Federal effort in Pennsylvania, too. You know, the Federal Government didn't cook up the idea of the Delaware Water Gap National Recreation area. That resulted from the leadership of this Commonwealth. Similarly, it was not the Federal Government that decided how the Allegheny River Reservoir was going to be developed for recreation. It was this Commonwealth that decided and the Federal Government went along. And similarly, it's the Commonwealth which is exerting most of the leadership on what the recreation plans ought to be for the Raytown's Reservoir. We have Project 70 which has laid out some of those Federal programs which we hope will be integrated with the overall Project 70 efforts.

But I think we've got to go beyond that. Just as an example, we've got the magnificent Valley Forge State Park outside of Philadelphia that's associated in all American hearts with the Revolution. We've got Gettysburg, that's so closely associated with the Civil War. Out in western Pennsylvania we have an equally important historical site, associated with the beginning of the French and Indian War, and the Seven Years War in Europe — the Fort Necessity Historical site. It's just a small site, a small reconstructed fort, yet nearby the French and Indian War started. There's no reason why Fort Necessity cannot be developed by the National Park Service in coordination with the plans of the Western Pennsylvania Conservatory for the magnificent Ohiopyle area and the Commonwealth's Project 70 plans in the area. The Federal Government has the responsibility of making that site equivalent to Gettysburg and Valley Forge in historical importance.

Similarly, let me give you another instance of personal aggravation. About a month and a half ago I picked up the *Washington Post*. The two good conservative Senators from the State of Virginia were proposing that the George Washington Memorial Parkway, which apparently goes from Mount Vernon up the Potomac, past the National Capital to the Capital Beltway, be extended from Williamsburg to the Sky Line Drive. In effect, they

wanted a linking together of all the historical treasures of Virginia. Now here are two very conservative gentlemen who don't hesitate for a moment to exert some state leadership at the Federal level to do things in their own state. And here we are a Commonwealth with numerous sites associated with the Revolutionary War around Philadelphia, with Gettysburg and Fort Necessity and all the other French and Indian sites around Pittsburgh, and some of the most scenic countryside in America. I've never heard a word from out of this Commonwealth, about any kind of a parkway linking those together.

This is the kind of action void we have to fill. Now scenic parkways are some distance off, a few years yet and there are people trying to develop new highway programs which will include scenic parkways, but we can do things right now with our highways. For example, Pennsylvania is eligible for a Federal grant up to 3 percent of its annual apportionment of Federal Highway Funds for landscape and roadside development within the rights-of-way of Federally aided highways. We can use these funds to acquire interest in and recruit strips of land necessary for the restoration, preservation and enhancement of scenic beauties along these highways. And it can provide rest and recreation areas with the same fund. The State is also eligible for an extra one-half of one percent of its regular highway trust fund for planning highway beautification. To date, the State has not used that extra money which would amount to approximately \$211,000.

We have a new Federal Highway Beautification Act and I think there are lots of people in this room that share my belief that it is deficient in many respects, but it's there and we should use it. It provides federal funds for 75 percent of the cost for the removal of billboards, with a ceiling equal to 3 percent of the State's annual allocation from the Federal Highway Trust Fund and a similar grant is available to defray the cost of screening, or removing, junkyards from within one thousand feet of interstate or primary highways.

I'd like to suggest an innovation here, though. The Department of Agriculture for many years has been operating a program through their Agricultural Stabilization and Conservation Service, called the APP Program, and when the Appalachia Act came along it provided additional money for that program. Normally it's used to help prevent things like erosion on farm lands. There's no reason in the world why a county committee handling that program couldn't tailor those funds for roadside enhancement. What we've got to do is to place some ingenuity for using existing programs to accomplish the purposes of this Conference. And here is an example of how it can be done.

Now we have had a number of speakers since the Governor mentioned strip mining. I am proud to say that having gone from the good Common-

wealth to Washington that one of the major efforts of the Appalachian Program is to restore all these lands that have been devastated by strip mining over so many years in our Commonwealth and to fill the flooded mines and curb the mine subsidence in our coal areas. Unfortunately, that program at the moment is restricted to public lands. But it's my hope that in the next session of Congress it will be broadened so that we'll be able to use that program wherever the problem exists. And it's certainly the Governor's wish that that happens. He has already proposed several amendments to the Appalachian Act to make that section of our program more effective.

Now most of you know about the various federal programs for acquiring conservation and recreation areas, such as the open space program and the land and water conservation fund. But let me suggest that there are some other programs which again we can creatively use to achieve our purposes, such as the small watershed program of the Department of Agriculture. Up in Mercer and Crawford Counties in northwestern Pennsylvania, for example, with the State Reservoir, the private lake of Conneaut Lake, and then three or four major watershed programs, we have a little constellation of water based recreation sites being developed where the Shortway and Interstate 79, the Erie to Pittsburgh Thruway intersect. There's no reason in the world, if we didn't use that investment correctly, why we can't create a very nice little new tourist complex building up around the intersection of the highway.

Now this leads me to another kind of innovation that we might consider. In your folder that you were given at the opening of this Conference, there's a little pamphlet on the Otocsin Proposal, up near Clearfield on the Shortway. This is at the south end of a huge block of state owned forest lands. This could be the gateway into what you might call the Adirondacks of Pennsylvania. Huge state owned territory that has been yielding superb returns in things like timber, oil and gas, but has only realized a fraction of the potential recreational return. Areas in the Otocsin Plan are earmarked for wilderness recreation, others for commercial tourist development. There's a lake for various kinds of recreation.

Now we can take new Federal programs such as those of the Economic Development Administration, and the Small Business Administration, and by combining those in a good sound package, encourage the private capital that is necessary to come and develop that site, and the Federal Government can pick up a good bit of the cost that has normally been going by the State creating some of the public facilities here. Now here's a case where we already have a plan, and the question is whether we have the ingenuity to use existing programs to make that plan work. Somebody mentioned a little while ago, we've got a lot of plans in this Commonwealth, but they're



mostly being left at death's door. It's about time we got them to work, and this is another example of how it can be done.

Now obviously, a critical part of our problem is in the cities and suburbs. Our State is made up of towns that grew up in the late 19th century. They bear the stamp of that period. They're mill towns, and coal towns, and coke towns, and they're losing their young people for reasons that we all know. Lots of young people just don't want to live in that kind of environment any more. And the challenge that we have at this Conference is to come up with ways to get at that problem. And fortunately, there are a few Federal tools that are already available and more are on the way. There are now provisions, for example, to help in historic preservation. Up to now, where buildings of architectural and historical merits had to be moved, no Federal assistance was available and those local citizens interested in preserving historic structures found it impossible to bear the cost of relocating. Now two-thirds of that cost will be financed with urban renewal funds. Similarly, under the new urban beautification and improvement program, we can pay up to half the cost of such things as parks, walks, roadways, and landscaping, as well as the design and construction of public safety, such as malls, squares, and plazas.

Assistance is available to provide for attractive lighting, planters and streets. So there are possibilities that are incredible. You have some instances of this kind of thing going on in the Commonwealth right now. The rehabilitation section in Bethlehem, the program in York, the private society redevelopment in Philadelphia; but we need more of it. If all of our communities had something like this to build upon, then this is where we begin to get at the mill town problem.

Finally, pollution. You all know the traditionally federal assistance program for waste, streams, etc., but there are several new ones that we should look into right away. For example, there are federal funds now that pay for the State and local planning of how to dispose of solid wastes — trash. You all know, around most of our communities and unfortunately in Pennsylvania, the trash gets dumped on the major highways entering towns. We've got to find out how to get rid of this stuff. Now Pennsylvania has taken the lead already on the question of junked automobiles. It's a question of how is the best way economically to get rid of those automobiles. Right now there is a national study on trying to figure out how to do that. We don't have the answers yet, but I suspect that the answer is not far off.

So these are some of the things that we can do. It leaves us with the one question — how do we organize? Now I think it's impossible to centralize an undertaking like this. One agency can't be given the responsibility for designing into our highways, or our cities, or our rivers, or our air, or any of the other elements about us, the central component of natural beauty.

The hope for a beauty agency is fruitless, in my judgment. But we must devise a central place to which our communities and states can turn in soliciting assistance in their beautification program. At the state level, one agency, such as the new Department of Community Affairs, should be assigned the task of being the information center on federal and state assistance for beautification to which one community can turn when it needs advice from counsel. There should also, however, be an agency designated by the Governor, responsible for assuring the beautification that's considered in all of the State's program — whether they be highways or parks. It's my suggestion that you look seriously at the State Planning Board as one possible agency that could be strengthened for this role.

There is no question that we need some citizen participation in this effort, some considerable citizen participation. We need some professional clinics out here, criticizing us every time we make a step. I'm not sure that we contribute to the solution of our problem, however, by adding to the proliferation of new committees, that are established to advise the Governor. He already has so many now that he can't possibly pay personal attention to every one of them. There should be time in some way in the structure of the government as we now have it, in order to prevent Parkinson's Law from taking over Harrisburg.

Obviously, one of the recommendations that has to come out of this Conference is how do we organize at the State level, and make sure what we do at the State level has beautification as an ingredient. We also need to devise some way to make the local community feel a little more at ease when they come to Harrisburg or Washington soliciting aid and all they face is a prolific bureaucracy split into fifteen different pieces, all looking at their own piece of the problem. Now departments and bureaucracies have a way of getting very jealous of the way they do things and they don't want to cooperate unless they're forced to. It seems to me the purpose of this Conference is to force us bureaucrats to work together.

#### Chairman BARR

I think we can all agree that this presentation from these six members has really given us a lot to talk about now. I think we should be grateful to Ralph here for possibly pulling together in his closing remarks the thing we really want to come out of this meeting with — the mode of action. How do we organize to realize our objective? I'm going to take the next five minutes to ask the panel members if they would care to add any after thoughts to what has already been said before we through the session open to the floor. Any one here would like to add anything further?

All has been said that can be said from the platform. I don't know how you people have reacted to the major things that have emerged here but

as Ralph again said in his closing remarks, he did seem to hit pretty heavily on the role of local government, local management of this situation, enriched and strengthened by the participation at the state and federal levels, with the State playing the central, in many ways the coordinating role, adding also a channel through which the local efforts have access to additional programs. I suppose mentioned quite heavily here was the leverage which existing community development programs have on our natural beauty problem. If coordinated, and brought to bear, therein possibly lies our greatest leverage on the big problem.

I suppose what you're saying here is that since this is a problem of such magnitude, the elements of decision really are so political (I don't mean in a partisan sense, but in a sense of handling conflicting interests) the reconciling of conflicting interests. The decisions are political, and so government must have the center role and must be structured and organized to handle it. I think emphasis is on planning as the first and elementary step to organizing our approach, not only to general community development, but especially to the beauty element in it.

This brings up, of course, the type of motivation which Thatcher spoke of. Where does that come into the picture? How do we pin it down to the specifics of good design? This seems to fall in the private sector. Where then does the private section fit into this?

Well, with that, the floor is open and as I said earlier, the important thing here is that thoughts come from you people. We're very anxious to have comments and suggestions and I want to emphasize that in the report that goes to the Governor, the proposals and ideas that come from the floor, with all due respect to the panel, the proposals that come from the floor, are really more important. This is a grassroots response to what the panel has been attempting to put out. So speak your minds. I believe, as Mr. Masland said, you have two minutes available to offer whatever suggestions you like. I'll entertain the first.

BOB JOHNSON, Lock Haven State College

Since we're going to have a surplus of federal funds if the wars ever cease, I suggest that we cut taxes so that people on local levels can make better use of this money and maybe cut down some of the bureaucracy that we're having going on right now. However, my main contribution, I hope is, getting back to what Mr. Scott said, and that's a start. It seems to me we're talking about money, when the real problem is in the minds of people in our Commonwealth and I would like to suggest that we make much greater use of the mighty forest that we already have. Our school teachers. It seems a sure way to get people to change is not by giving them a lot more money from both state and federal funds, but try to get



some change to occur in the education of our young people. You're not going to change all the people very rapidly but we certainly should change the young folks that are coming along.

Chairman BARR

Your example is very good. That underscores the point that was made by Mr. Longstreth here a while back on the need for implanting ideas of beauty in our children early.

Is there any further comment you might want to make on that? Let's see, there are two hands up, I'll go from front to back. The first gentleman here in front.

MARTIN STAIGER

We've spoken about highways and scenic parkways but I think that we should introduce in this Conference, that we should also include the footways, the Appalachian Trail, the Horseshoe Trail, working with the Keystone Trail Association and suggest a state integration of this sort of thing. I'd like to introduce that these be included in the state planning.

Chairman BARR

That's an excellent point. I see some nodding of the heads up here. Mr. Widner would like to amplify your thoughts.

MR. WIDNER

Unless I'm incorrect, and Secretary Goddard can correct me, I believe the State is already in the middle of trying to determine how to develop an integrated trail system. I think primarily on the State owned lands, but some of you may have read in the paper not too long ago that a grant was made by the Department of Interior for some trail work in Philadelphia. There is a small program now to encourage this kind of thing. There's a lot of talk in Washington, not only about foot paths but about bicycle ways in certain places. There's a lot of thinking about it in Washington.

Chairman BARR

I wonder if this doesn't tie in, too? We're talking about cities and the country, the human scale in our cities. I speak of trailways and I think that Room 2208 at the Hilton, Pittsburgh, that my wife and I occupied a week or so ago, watching the trails now emerging in the center city of Pittsburgh. Just making a beautiful human scale in that Golden Triangle and I think possibly we ought to emphasize along with this point, the human scale, the pedestrian elements in our cities. Incidentally, that's just a real show, I don't know how many of you have done it, sat there and watched

the Pittsburgh trails from those windows. Our city's rejuvenated in the best sense.

MRS. BOCKWICK

I am Mrs. Bockwick from Erie County and I am sorry I cannot tell you exactly which group I represent because I am from several different groups, but I am the Vice Chairman of the Pennsylvania Farmers Association on the State level. And I have noticed in a great many instances when land has been taken for recreational use it has not been considered, or maybe not, at least it was not evident that some of this land was excellent productive farm land. Yet in outlying areas, not too far away, are vast areas of swamp land which cannot be put to productive use.

It seems to me that this would be a great challenge to our engineers and also would greatly beautify our countryside if we would try and use some of these areas and develop them, because our farming is becoming, farmers are becoming fewer and fewer, and as we know, we do now in Pennsylvania have a milk shortage, and I understand there is no longer a surplus of farm commodities.

Therefore, we should be very careful not to destroy productive farm land for recreational use. I do know that up in our own Erie County we have an area just five miles from the area that produces the best quality grapes in the world. Yet a great many of these grape vineyards were taken for recreational and highway purposes, and just beyond this is a vast area that is not being farmed at all. And this is why we are quite concerned that this has not been taken into more serious consideration. Thank you.

Chairman BARR

That must go back to planning again. To getting a balance between liability of loss, partially even, and man's use. Mr. Street would like to comment on that.

MR. STREET

Yes, I'm quite concerned about those preventive steps. I can agree with the comments heartily if the lands which she has in mind is sub-marginal farm land. But I think we have to keep in mind that our swamps, and our bogs, and marshes, are sponges, they are keeping our water table where it is, and we just cannot afford to lose them.

FRANKLIN WOOD

My name is Franklin Wood, and I'm from Bucks County. It seems to me that much of our problem we've heard about this morning is a clash between the public interest and vested interests. Now, there's nothing wrong with vested interests. They've done much to make our country great



but I think we're beginning to realize that we have got to bring about a harmony between vested interests, and they're represented at the table here this morning. We've got to bring a harmony between vested interest and the public interest, because I think all of us here in this room are interested in the public and beauty is a public affair. Now we don't seem to appreciate our blessings. I think that Ralph Widner touched on this very nicely: we've got problems between our State Departments and jealousy in all the bureaucracy and sometimes our local officials become vested interests. And so I think it's time that the public here enjoy state and federal government, but let's hear from the public.

Chairman BARR

Thank you Frank. Is there anyone who would like to comment on this? I think Dick Marden commented on that. The incapacity of some of our smaller municipalities to deal with these problems. Yes, and it's certainly a problem.

DERKSON BYERT

I'm Derkson Byert from Philadelphia and Bucks County. As a planner I wanted to agree further on the quality of planning and a practical state proposal that I think Dan Rogers would be interested in. I've heard of getting around small communities, but what drives people to planning is sometimes sewage, and sometimes traffic and sometimes economic decline. Physical and economical problems and the question of appearance and beautification if taken up at all is at the bottom of the agenda and this is very unfortunate.

I think the planning profession has a major burden. Dan Rogers spoke of a thousand planning commissions. In addition to schools and general guidance and exploitation, the planning profession and commission and the State departments have a major role in distinguishing between cosmetics and beautification in an increasing homogenized society. I think we have to be concerned with real character, and I find in going into small communities that often two or three big problems are what they want to take up. And yet the first question I think logically occurs, and it does to me, is what is the real character of this community, what is its strength, and then building on that and beautification and appearance follow through. We're all for prettying up and cosmetics. I think bring out the real character of a community and what its assets are, present or potential, will then lead to strengthening the beautification and the state organization, the Department of Community Affairs, could be a great help in doing an occasional leaflet, a newsletter or brochure on where they feel the outstanding jobs along this line have been done, so that they are circulated among the other thousand planning commissions, the bureaus of community service and the professional planners.

Chairman BARR

Excellent. Thank you. I think we all agree that too much confidential planning has been generated by the specific need for a project and qualify for it, rather than a comprehensive approach.

Unknown—A woman

I come from a very rural section of Pennsylvania and I realize I've lived in larger places where pressures are greater. I recognize where there are great pressures, but I now live in a part of Pennsylvania, perfectly beautiful, but there, there is no organization. We're scared to death of a bulldozer and the county commissioners and township supervisors don't have any plans. They cut down trees, there's no tree commission, and I wonder in all of your planning if you have some help for the people who live in rural Pennsylvania that would like to keep Pennsylvania beautiful?

MR. LONGSTRETH

This again puts us back into an analysis of the pressures that come with a population that is now doubling every forty or fifty years, or faster, which necessitates taking care of millions of additional automobiles, finding millions of additional jobs, millions of additional dwelling units, school-rooms, all of the pressures that come to bear in a modern industrial state such as ours, that is particularly accentuated in the Greater Philadelphia and Greater Pittsburgh area, where you have so large a percentage of the population. And I go back to my concluding statement that it seems to me that the biggest single problem we face is to find that middle path between these pressures that I've just touched on briefly and our desire to maintain and increase the beautification of an extraordinarily beautiful state.

VANCE STERLING

My name is Vance Sterling. I'm an ambassador from Moosic, Pa. It's a little town. Scranton is just a suburb of Moosic. That gives you an idea of where it is. I'm with portfolio though. That's a little different. Now I want to address my remarks to Ralph there, maybe he can help us.

Route 81 came through our town, and taking Route 81 as a boundary, taking the Pennsylvania Turnpike as another boundary, and taking the Rocky Glen Road on another boundary, you have 100 acres of land that was left there by the coal company. Some of the holes are 90 feet deep, some of them are 70 feet deep, and that's what greets you when you come to our little town.

I'm secretary of the Planning Commission. All the jobs that don't pay in Moosic, I get them. We want the Borough of Moosic to take this over

for a golf course. It would cost a fortune, of course, to landscape it. There's definitely a need for a golf course in our community because when we bring these industries, some of these executives, the first thing they ask is where is the nearest golf course. And we believe that it would be self liquidating over a period of time and it would add to the welfare of our community and to the view as you're entering our town. Now we can't budge the borough council; all we can do is recommend to them. Now what shall we do, Ralph?

#### RALPH WIDNER

In ten words—The first thing I would do is get a paying job. There's so much land in this good Commonwealth that's been stripped or gutted by mining that the Federal Government if it could appropriate something for the budget like Vietnam, we still wouldn't be close enough. So Congress said to us when they gave us a very substantial amount of money — this year alone it's going to be somewhere around a \$11 million dollars — that you've got to give first priority to restoring those pieces of land where you think there'll be something that develops that will help the economic portions of that community.

Now what we've got to engage here, obviously, is a long dissertation on the relationship between golf courses and economic development. And I'm pretty sure that auditors of the Federal government would defend it. But I'd say let's get an estimate on the cost and see whether its feasible. If we're talking \$50, \$60, \$70 thousand dollars, then its probably possible, but if you're talking a couple million, I'd say there are higher priority projects in this Commonwealth.

#### BROTHER CHRISTOPHER

I'm Brother Christopher from LaSalle College in Philadelphia. Since we're talking about beauty, the thing that concerns me, and stimulated me to come to this meeting in addition to the role that our colleges and schools play in educational programs, is the blight on the landscape in our state of so many of our non-profit private low-budget institutions and the landscaping around them. There's lots of land around all these buildings.

Landscape architects, like many others, are less interested in old construction. They're more interested in team work with architects, engineers, and others in filling in on new construction and incorporating the best planners and the best planning. The thought of maintenance after the construction is over with, this is fine, this is possible, but with so many of the old construction, this is a real headache.

Now I want to bring up a point here — is there anything in Project 70 or any of the other legislative programs whereby loans, or matching grants

— something of this sort — could be sought in order to help salvage some very beautiful architectural buildings? Some will question that, of course. Can you help us in some way, help these institutions in this state to beautify the grounds that surround these buildings?

Chairman BARR

I just want to inject just one comment here. Obviously, there'll be more questions and comments than we can accommodate here at this meeting. I'd like to assure you, that those of you who don't get a chance to give your idea, get it in to us in writing, so that we can get it into the record. We definitely want your ideas, all of them, whether you have a chance to speak or not. We have about five minutes here. Yes.

ROY PASTEUR

I'm Roy Pasteur from Bucknell University, and perhaps as a professor of Biology I may be a bit prejudiced about swamps. I want to put in a plea to preserve the swamps and marshes, not only as sponges to keep up our water supply but also as places where many of our rare plants and animals live. Incidentally, within the last five years, six spots within a very few miles of the Bucknell campus have been spoiled for the Biology Department.

I'm also impressed with the emphasis that our panel has given to the personal element and the individual responsibility in this total picture. I think two things that may be individual in our Commonwealth and in our government — One of these is Smoky The Bear, and the other, the road litterbug program. Both of these brought the problem down, I am sure, to the individual.

I would like to suggest one other thing; it's the main thing, I think, that in our communities particularly in small communities where there are local newspapers, is it not possible to get our newspapers to put in the weekly column, or a daily column, pointing out the positive side. I would hesitate to point out the negative side. I believe in positive education, and I would like to see if this could not be done. To point out the positive value that grows out of beautification, and if our newspapers, particularly in the smaller communities could emphasize this would be a great boon. Thank you.

RON KILKO

I'm Ron Kilko from Albright College. We've talked a lot about vested interest this morning but perhaps we should keep one other vested interest in mind. I think when we allocate land for recreational purposes, for preservation of natural areas, we have to be careful that it's in such a



condition or set aside in such a way that it's available to all of the public. This might be a hot potato, I don't know.

We've had some land set aside in Berks County. A large segment was being designated and set aside specifically for public hunting. Now this is some very nice land and this kind of use will prevent the use of this land by many people who are not hunters. I don't hunt. I have nothing against men who do or the practice as long as its carried on legally and with a little restraint. But I would ask that we be careful of all sorts of vested interests, including this kind, when land is set aside, ostensibly for general public use. Sometimes it represents use only by a relatively small portion of a community.

Chairman BARR

Thank you. We'll have time for one more. I'd like before we close to ask, since this is a panel on the activation end of the thing, on the local, state and federal inter-relationships for action, is there any comment, particularly to add to what has been suggested here this morning on these relationships? That's the theme of this meeting.

JOHN RAY

Thank you. I'm John Ray, President of the Pennsylvania Society of Architects and I'd like to speak specifically to your question, Mr. Barr. There's been a billion dollars spent on buildings in the last decade, mostly designed by architects. There's another billion dollars being spent during the next four or five years. You realize that we are strictly forbidden by contract to spend any more money on landscaping than is required to keep the ground from eroding, either by putting in grass or ground cover. This we understand is part of a regulation that has to do with bond issues, which you can't get by with a plant. This strikes me as a very definite place where the Governor's Conference on Natural Beauty could do right here and now, not only for the benefit of the country but in the Commonwealth. Also, sometimes we don't do such a good job that we can't hide our mistakes. Thank you.

Chairman BARR

I see one more. We'll have time enough for one more. Yes.

JAMES DEIGHTON

I'm James Deighton from Lafayette College. I'm speaking to legislation. It seems to me that we can draw fine programs and have some fine ones already for acquiring land and setting aside various areas for various purposes, but I don't believe we look enough into the future. We don't plan, we owe them a future of those things. In other words, what will

happen to these areas after they are acquired for certain specific recreational or conservational uses and so on.

What's to prevent a legislature, or a Governor, or a Secretary of Department of Forests and Waters from giving away some of these areas for development which will bring in jobs for depressed areas and so on, where there are many people to take care of the jobs at the moment? Any way, what's to prevent the power lines, super highways, and so on and so forth, from going through some of these areas? Some of the State parks, and so on, and thus desecrating the areas which have been set aside for the people presumably for all time? Thank you.

Chairman BARR

Thank you. This, I think you'll agree, has been a tremendously stimulating start. We'll now get into the smaller panels and then bring the whole thing together on our recommendations to the Governor.

## PANEL REPORT

THE STATE-LOCAL PANEL DISCUSSIONS ranged widely over a host of varied problems, ideas and suggestions involving interrelationships among people, organizations, and government in the pursuit of natural beauty objectives — all the way from the uncontrolled proliferation of unsightly rows of residential mail boxes caused by a federal-level policy, to a call for a Pennsylvania system of historic highways integrated with state-wide open-space, recreational, historical-educational and other development programs. The question was posed as to how this complex of ideas, people, governments and organizations are to be brought together in effective unity for action directed to a common goal.

Through this maze of interrelated considerations, one was able to sense a certain concurrence on general aims and purposes:

- to conserve and preserve valuable inheritances, both man-made and natural;
- to remove cancerous man-made blemishes from the rural and urban landscape through restoration and rehabilitation;
- to insist, through educational processes, and all means at hand, on injecting beauty, excellence in design, awareness of aesthetic values, into all plans and programs of public and private construction and development;
- to design the rural and urban scene with an eye to retaining or infusing into it a human scale.

Beauty is to be sought not for beauty's sake alone but for intimate participation and full enjoyment by people. To realize these aims and purposes calls for organized effort involving the powers and resources of government spurred to action and strongly and consistently supported by vigorous citizens' action groups operating at local and state levels.

## MAJOR THEMES

Several major themes seemed to run through the entire discussion, both within the panel and from the floor:

A. *A vastly expanded role for State government in shaping a grand design for beauty*, a co-ordinated framework into which the multitude of ideas, techniques, people, and local decision-making can be pulled together into a unified whole. The State was visualized as a sort of focal point for drawing on the total resources of government and of the private sector and for channelling tools and resources to communities to increase local capacities for responding to the natural beauty challenge. Sound and adequate comprehensive community, regional and state-level planning is viewed as the essential ground work for natural beauty programs. Good comprehensive planning provides the basis for order and the efficient utilization of resources on which all concepts of natural beauty must rest.

B. *Lack of adequate capacity on the part of local governments for meeting an overwhelming flood of new burdens and responsibilities, with the resulting tendency to assign natural beauty and related considerations to a low priority listing* There is a call for intensified State level cognizance of and attention to this situation, as a means of releasing and marshalling pent-up local energies and initiatives to the task of creating beauty.

C. *The important role of the private sector and the profit motive as an essential force in moving ideas into action* and the need to find and maintain a nice balance between the profit incentives of the private sector and the guiding, disciplining actions of responsible government. In utilizing the energies and initiatives of the private sector, there is a need to sharpen, through education, the sensitivities of individual citizens to natural beauty values.

D. *The role of local community leaders in helping in the State-local relationship*. Local initiatives, local decision-making, local management and control should predominate. The cake and frosting analogy was used to illustrate this: the cake being the local mix of volunteer civic and governmental action — the substance — and the frosting being the enrichment and strengthening of the base by an overlay of State and Federal involvement — an involvement which also gives an element of form, shape and unity to the whole. The well-known marble cake analogy also was seen to apply

with interlacing lines of relationship running through the local-State and Federal layers.

### SPECIFIC RECOMMENDATIONS WITHIN THE LARGER FRAMEWORK

Against the background of these major themes, the following specific recommendations are made, all calling for co-ordinated interaction among all segments of the private and governmental sectors:

1. Underground electrical service requirements for new commercial and residential developments.
2. Incentives to business and industry to encourage excellence in design, beauty consciousness, ample space provisions —
  - (a) Tax exonerations or exemptions for expenditures for air or water pollution control, noise abatement, and for beautification of land sites not directly a part of production processes.
  - (b) Study of present local government tax policies which inhibit incentives to rehabilitation of commercial and residential structures.
3. Enactment of legislation to permit less-than-free acquisitions of land for public purposes such as conservation easements.
4. Promote public recognition of those businesses and industries making concrete attempts at beautification by State-sponsored awards for excellence in the field of beauty.
5. Consider the problem of population density possibly to deliberately encourage clustering and high density development to allow additional open space instead of permitting suburban sprawl.
6. Since government itself is a major developer, remove and change, if necessary, archaic regulations in the landscaping of State government buildings.
7. Require State and local agencies and public utilities to remove vegetation which has been destroyed by weed-control programs.
8. Vigorously enforce the State anti-litter law and, if necessary, to conduct special drives in rural areas.
9. Through legislation, control land use development at the State's major interchanges and promote development of adequate and attractive commercial facilities near those interchanges for tourist development.
10. Review and improve the enabling legislation for county and municipal planning which is fundamental to the whole business of preserving



natural beauty and making possible orderly development. A first step in this direction would be enactment of the proposed State planning code.

11. Capitalize on the State's enormous historical resources by developing transportation systems to connect these areas. Specifically, Pennsylvania has within its borders three historic areas which played important parts in the development of the North American Continent, the Revolutionary War, and in the Civil War — Fort Necessity, Valley Forge and Gettysburg.

12. Review State policy concerning public lands and their utilization. Specifically, some thought might be given to setting aside certain areas for particular users or conversely opening for general use areas set aside for only hunting and fishing

13. Charging the Department of Community Affairs with the responsibility to act as a clearing house for information and circulation of worthwhile demonstration activities and to provide technical assistance for beautification.

14. Emphasis, under aegis of the Department of Public Instruction, on education of the young through the school systems in an understanding of and sensitivity for natural beauty. Reach the young at their most impressionable ages.

15. Community planning as we usually think of it in Pennsylvania has been usually brought into being under conditions of municipal crisis — such as economic distress or a critical deficiency in municipal service or the need to qualify for a particular federally aided project. Expediency has dictated planning practice in too many cases. Planning should be conducted as a means of providing the broad guidelines, the blueprint, for over-all community development action, including, and with prime emphasis on, beauty. This need is underscored by the crisis we now face, not of the traditional variety, but of a new kind, a crisis of blight, of ugliness, of scarred earth, of polluted water, of abandoned cars and earsplitting sounds.

## RECOMMENDATIONS FOR ACTION

The Panel articulated two things rather clearly and emphatically:

1. *The springboard from which natural beauty action takes off is sound, in-depth, comprehensive community planning.* Continuation, intensification and improvement in quality, where necessary, of planning at the local, regional and State levels is called for.

The State Planning Board serves as the State agency in the co-ordination of open space and recreation area planning and development. In this role, and with the assistance of many State agencies and regional organizations it produced the interim State-wide open space and recreation area plan.

This is now being up-dated. It includes the consideration of natural beauty and its preservation in the Commonwealth. *What is needed, however, is the further preparation, now underway, of a comprehensive State development plan as a further framework for recreation, conservation, and natural beauty planning, as well as for implementation, so that we do not find ourselves dealing with an array of unrelated, individual out-of-context plans, programs and projects.*

2. *The Governor should appoint a State-level citizens council on natural beauty.* Such a council would hopefully spawn counterparts at the local and county governmental levels. These councils would constitute the contact point, the interaction mechanisms, between citizens' action and government.

It was strongly urged that within the governmental structure itself, existing governmental agencies be utilized as the instruments for action rather than overlaying present structure with new and additional agencies, commissions or committees. The feeling was that the simpler the organizational structure, and the more directly responsible to the Governor, the stronger the entire effort will be. Additional overlays of agencies also might tend to dilute incentives for existing agencies to perform well for natural beauty.

Implicit in the activation of this principle is the recommendation that the Governor designate an appropriate high-level agency or department as the focal point at the State level, close to his office, for the encouragement and co-ordination of joint governmental and private actions. It is at this point in State government where the influences brought to bear by the citizens' committee would be meshed with comprehensive planning and over-all activities of State government in a grand design for natural beauty.

## A CONCLUSION

In the very act of calling this Conference, Governor Scranton has indicated his deep personal concern for intensifying State efforts in the quest for natural beauty and for inducing high standards of performance in the natural beauty aspect of departmental and agency activities. He has established a climate which will foster and nurture the growth and power of this vast public enterprise in beauty. It is to be ardently hoped that his successors will continue his strong lead over many administrations and that the natural beauty concept will become ingrained in the very fabric of our Commonwealth society.

# THE PENNSYLVANIA CITY

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Chairman — EDMUND N. BACON, *Executive Director*  
City of Philadelphia Planning Commission

Mrs. James Bush-Brown  
Ambler College of  
Horticulture for Women

Vincent G. Kling  
Vincent G. Kling & Associates

David W. Craig, *Director*  
Public Safety Department  
City of Pittsburgh

Francis A. Pitkin

Theodore L. Hazlett, Jr., *President*  
A. W. Mellon Education and  
Charitable Trusts

Dr. Wayne H. Wilson, *Head*  
Department of Landscape Architecture  
The Pennsylvania State University

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# THE PENNSYLVANIA CITY

EDMUND N. BACON

I was designated to be chairman of this panel. I'm Edmund Bacon, the Executive Director of the Philadelphia City Planning Commission, and I am pleased to be assigned to this weighty responsibility. I want to assure you first of all, and we had a very interesting and lively pre-panel session yesterday that all of us on the platform are very sensitive to the fact that on the other side of the footlights are brains at least equivalent to ours, and I assure you that we look forward with very real anticipation to the questions which you will ask and very specifically the statements, and everybody is invited to make a statement with just as much vigor as a question. And, of course, we'll remind ourselves that the purpose of this conference is to make specific recommendations to the Governor about what he can do about the objective that we all agree to. If anybody had any illusions before, certainly after this morning's session, you'll realize we're dealing here with a no-nonsense Governor, and it's certainly up to us to get as many specific and down-to-earth recommendations together as we possibly can.

I think this is a remarkable opportunity for all of us to really do something definite and specific, and so we look forward with intense interest to your contribution. We will ask you when you speak, for the record, to give your name and your organization; this is necessary to keep the records straight. Those of you, if it works out that way, who do not get a chance

to make a verbal statement, are more than welcome and are hereby invited to make a written statement. The panel is going to reconvene before tomorrow's report to the Governor, and we will review all the verbal statements here, we will also review any written statements which anybody gives me, or any members of the panel prior to that time

We are really concerned to make a down-to-earth recommendation to the Governor. We have a very, very, fine group of people here to discuss these questions. The order has somewhat changed. We will start with David W. Craig, who's the Director of Public Safety Department of Pittsburgh, who will give us a view point of the City Government in relationship to the question of urban beauty. This will be followed by Mrs. James Bush-Brown of the Ambler College of Horticulture for Women who is the founder and President of the Neighborhood Garden Association, which has received world-wide acclaim for its extraordinary work in the depressed areas of Philadelphia. This will move directly into the private sector on the neighborhood basis, and then we will hear from Theodore L. Hazlett, Jr., who is the President of the A. W. Mellon Educational and Charitable Trusts, who is also the Vice Chairman of the State Planning Board and the Chairman of the newly appointed Arts Counsel of the Commonwealth of Pennsylvania. He will speak to us about beauty from the private sector and will speak to us with a very profound knowledge of the machinery of State Government and the ways in which urban beauty can be given greater consideration in the processes of urban government.

This will be followed by Mr. Francis A. Pitkin, whom all of you know was for very many years the Executive Director of the State Planning Board and who helped to lay the foundation for many of the policies that are now operative in State Government. Following this, we will hear from Dr. Wayne H. Wilson, who is the head of the Department of Landscape Architecture at the College of Agriculture of Pennsylvania State University. On Dr. Wilson will revolve the profound responsibility to make it clear what the contribution of the perfection of landscape architecture will be to this problem and where he is going to get all his landscape architects to carry out all these assignments. He will then be followed by our last speaker of the panel, Mr. Vincent G. Kling, who is an architect of renown in Philadelphia, who will discuss in a similar way, the problem of the role of the architectural designer in this generally agreed objective of getting our cities a little bit better as far as achieving our objectives of what we want them to be. He will start immediately and plunge into our topic, The Pennsylvania City, which will be presented to you by David Craig.

DAVID W. CRAIG

Ed's marching orders to me are to be specific and stay with the brass tacks, so I will just remind us of the three classics, so classic as to be had



in the matters of advertising displays, utility facilities and municipal street furniture.

I'm not at all abashed to bring up these three classics again, because in the decades that we've been talking about them, at least since the city beautiful era, so little has been done about them. Moreover, they illustrate a very fundamental point. The point that beauty is not an abstract thing; that the touchstone of beauty is function. As long as we look for things to be best adapted to their function, I think we are then on the right track, and on the same track toward attractiveness. I can illustrate that as I go through these three classic matters.

First, advertising displays. I've never been able to find people uniformly competent to express why they are troubled by many of the advertising displays and billboards that we face, unless they tied to function. The billboard, for example in the retail shopping area is unpleasant, mainly because it interrupts the useful facade of shops. It literally interrupts the shopper. In this respect, we have one illustration of a lack of harmony, a lack of functional harmony, which is really the root of our objection to the ill-placed advertising display.

The advertising industry has done very little, very little compared to other industries and professions to police itself. Although the outdoor advertising industry's national code of ethics states that billboards will not and should not be placed in areas which are zoned or used residentially. This is more entered in the breach except for the areas in which the advertising company's executives live. Residential areas are violated by billboards as readily as others if the local regulations permit. I can bring in dozens of pictures in my own area, as I know you can in yours, of advertising displays painted directly on the sides of houses in poor areas. How residential can you get when the sign is painted on the side of a house which is the home of the poverty-stricken?

The time is for action. Specifically, we have got to achieve the removal of the non-conforming advertising signs. Second, we have got to have legislation and local government power to designate vista and visual Gateway locations where advertising signs can be removed and thereafter barred; and we've got to also get legislation to eliminate the pointless paraphernalia that accompanies much of our marketing, such as the flapping plastic pennants at used car lots and gasoline stations and quit talking about them as a mere irritant.

Secondly, utility facilities. We all want to get rid of overhead wires. We have hopes by the fact that it is now rapidly becoming almost as economically feasible to put utility electrical transmission facilities underground, as well as overhead. As Director of Public Safety and Fire Chief, among other things, of the City of Pittsburgh, I've become conscious that

this has a functional advantage. It's impossible, or rather much more difficult, to raise fire apparatus ladders and operate snorkels in the presence of overhead wires. So that the elimination of them is, again, not only a matter for the eye but a matter of sound functional usefulness.

State laws and court decisions on this whole matter of local government power to require utility facilities to go underground are vague. We need clarified legislation on this score. We need the power to require utilities to put their facilities underground not only in renewal areas but throughout the city on a reasonable economically feasible but progressing basis.

And lastly, I can save some of the most desperate criticism for our own local governments themselves. The local governments who, and as I've just uttered, seek the power to regulate the functional harmony of the products of others and who give very little thought to the functional harmony and attractiveness of street furniture and such mundane facilities as traffic signs. Now here, function and beauty which seem to clash because obviously traffic signs must be permanent. They must be very noticeable in order to perform their function. But, why can't we, through research, develop a concept that the obvious traffic signs, the attention-getting signs that are part of our municipal street decorations, be treated like we treat the accents in interior decoration?

Treated as an accent, but an accent which is synchronized with the entirety within which it is placed. This is a tall order because we face a drab, and yet necessary national uniformity on traffic signs and facilities of that sort. But I think it can be tackled. The point is, it's been discussed much but not really tackled. So that street furniture, such as signs, lighting standards and all the rest, need some down-to-earth research. Local governments, in themselves are too scattered and too revenue-poor to do it. I think the State Government is well placed to conduct research on this matter and to provide aids in the form of incentive grants to local government for improving this area of appearance, in which government should set an example but instead sets a horrible example. Thank you.

#### Chairman BACON

It's very refreshing to hear a man who himself is in local government blame local government for some of these ills in eyes of representative local government fail to concur. We will continue further positive action programs to achieve some of the objectives that Director Craig outlined and as you listen to Mrs. Bush-Brown speak about a specific program, I think you should also bear in mind the basic question of a new generation which is more sensitive to these issues than the old generation, and I think that in addition to the specific method which Mrs. Bush-Brown brings, that the other and perhaps even deeper one is also present

MRS. JAMES BUSH-BROWN

One of our most articulate exponents of city planning has made the statement that any city planning worthy of being called organic must bring some measure of beauty and order into the poorest neighborhoods. In order to relieve some of the tragedy of the slum areas in Philadelphia, the Neighborhood Garden Association was founded in the spring of 1953. It is a grass roots program, involving people and the blocks at grass roots level involving sponsoring groups which include garden clubs, church groups, and other civic groups. It has been such a successful counterattack against urban blight, that it has become widely known and copied by many other cities throughout this country. I'm going to let the slides tell the rest of the story as they come on. . . .

This shows the planting of the first garden block in the city of Philadelphia. The flower boxes had been made in St. Margaret's Settlement. The garden club member who has brought in the flowers, as a member of one of our sponsoring groups, is going to show her how to plant the box.

In the next picture, you will see the same block two years later. The flowers are a catalyst which causes chain reaction.

And in the next picture you see it 13 years later. A block, after two years of sponsorship becomes an independent block and is entirely responsible for carrying on its own program. It is eligible for awards, and this block has been a blue-ribbon block every year for 13 years.

This is a typical before picture, and next you see this block two years later. Next . . .

This takes us down to a very old part of Philadelphia which is now a poorish area, and they, of course, have the European love of flowers and were so enthusiastic about their boxes that they took tremendous interest in them. This is typical of the type of thing which we work with. This little girl had asked her mother to go to school and ask the principal if she could stay home for the day so that she could be there when the flowers were brought in.

In the next picture you'll see this just one year later. We had a very fine block leader on this block. He persuaded all the people to paint their houses from the first story down and, in giving his report at the annual dinner, he said, of course, there's some folks that just won't go along, but when they wouldn't cooperate, we just cooperated for them. They weren't going to have any shabby house front to spoil it. This, again is one of our first year blocks that has been an award block each year and this is what we like to think of a garden block, with flower boxes in every window with little flower bays. This is the first block to have roses. The second year, the block leader said to me, "Miss Bush-Brown, I'm ready for some new



ideas." So I suggested to her she have her husband build a little semi-circular bay and I would bring her in a rose to plant in it, and as a result of that, I brought in 48 roses to that block that June. And here you see her sitting in front of her home, which has been made so attractive with flowers.

This is a Lithuanian section near Jefferson Park. Here, again, we have the standards of cleanliness and the love of flowers that you get in European groups.

This takes us out to North Philadelphia near the Crown Belt. This is a very hard area in which to work. They are three-story houses, planned originally for one white family, now lived in by eight Negro families, rented on the basis of two rooms to an apartment on a weekly basis, and bringing to their landlords \$400.00 a month rental. This was the only place in that area that the children had for play. This was our first planting day. The Garden Club members have brought in the flowers. The people are there being shown how to plant their boxes. It is essentially a teaching program, but the street was littered. Garbage and leaves, gutters, and it was a very humiliating experience. Next . . .

At three o'clock that afternoon, they had turned on the first hydrants, had scrubbed the street down, were scrubbing their steps. One woman had already gotten paint and painted the woodwork on her cellar window bay. It was just an electric effect. Next . . .

Later that afternoon, the girls from the Social Service Group at the Ambler College brought in their fence boxes which they had made. They say that one of the greatest longings at heart for children in those areas is for something of their very own, and they seldom have it. In each box were the initials of one of the children on the block. Next . . .

This, again, shows us that block before it was planted, and in the next slide you see it just one year later. All of the house fronts had been painted, the attitude of the people toward their homes had changed so greatly that the landlords were willing to supply paint if they would put it on. After this, this became an independent block, completely on its own. They tore down the high board fences before the vacant lots, rebuilt them into this fence and did it absolutely on their own, and turned them into playgrounds for young children and teenagers.

This is a Hungarian couple who had come over to this country as refugees and we don't have to talk about their love for flowers.

This small girl had a dream in her heart she had seen some of the vacant lot gardens that we had done, and she wanted to have a garden on this lot near her home, a garden with a swinging gate. She got together all the little boys in the neighborhood and they cleaned out the lot till it was as clean as a whistle. Then, they turned it into a lovely garden with the help



of one of the garden clubs. They put up the fence and it had a little playhouse in it, and was a perfectly charming garden. They called it their "play garden."

This is one of our blocks out in West Philadelphia — one in which we take great pride. It is always spotlessly clean, as are all of our garden blocks, and just beautiful with flowers. Here, again, shows the care with which these boxes had been made. Next . . .

This takes us to West Philadelphia again, where most of the houses have outdoor yard gardens — most of them shabby, bare. This is what their block looked like two years later.

This shows the beginning of a vacant lot garden. This was a Saturday work program — the boys putting the trash into their wagon and it being put out for trash collection day. This shows the beginning of a little garden and they called it the "Four Seasons Garden." They always named their gardens because it had so many evergreens in it.

This shows one of our 4-H Club projects, and this lot had been on that block for years. Nobody cared anything about it particularly. They kept throwing trash on it. In the next picture, you'll see that lot just six weeks later when it had been developed into a lovely little 4-H Club Garden.

Here we have an old lady who made the remark that she lived on that block for 48 years and had never seen a flower on it before. Here is our youngest member, lived down on the waterfront. His mother had a window box, flower box and he wanted a little garden himself. He was five years old.

And this old gentleman had never been to the country, he was over 70 years old, he had never seen grass and he was so enthusiastic over his flowers that were to go into his box. Finally, when his box was planted, he turned to me with a smile and said, "But, I've got a little bit of country in the window, now." And so have 100,000 other people, a little bit of country at their windows, due to the work of the neighborhood garden project.

We've been able to go into some of the most blighted areas in the city and instill new spirit and morale. We've taught neighbors to work together for the first time, often neighbors who didn't know each other even to speak to by name. We've been able to develop leadership in areas where there have been very little opportunity for real leadership before. And through our project, we have been able to create friendship and understanding between the races and nationalities which is so important today. And through our 4-H Clubs, we have been able to offer to 4-H members a chance to use their hands constructively, instead of destructively.

This shows a 4-H Club planting a flowerborder in City Hall courtyard. Each one had 10 feet of 150 foot flowerborder. They planted it and main-

tained it throughout the entire season, except for the watering, which they were not able to do because they were in school at that time. They carried the work on through the summer and received a special citation from the Mayor for their efforts.

This shows you another 4-H Club garden, before and after. By any standards, that is a lovely garden. And that was created entirely by the 4-H youngsters.

This is a case history demonstration garden with the "Before" picture of it — this is what it looks like today. This is a demonstration teaching garden, sponsored by the Extension Service of Pennsylvania State College and the Neighborhood Garden Association.

This shows the flower show being held in the little garden house, the rose garden in the foreground.

This is the stone border leading from the entrance to the house.

This is what we call a garden in a box, designed especially for people who have a tiny city backyard, paved over, no chance for flowers. This gets them up where they get good air and good circulation, and it can be put on wheels and moved anywhere in the backyard. It has created a great deal of interest.

We have a little model dual yard gardens, backyard gardens, models of vacant lot gardens, shady gardens — all types of gardens. It's really like a flower show that isn't taken down at the end of a week.

And this last picture is our little sanctuary garden, with its statue and the little pool in the foreground.

And what Philadelphia has done can be done in any city or town in America, and it can make a tremendous contribution towards having our cities become cities of dignity and beauty and pride. Thank you.

Chairman BACON

I think that cuts very deep into the basic problems we're dealing with, and it will be followed by Theodore Hazlett, who will speak further about the Harvest sector's role.

THEODORE L. HAZLETT, JR.

I'd appreciate it very much, if you would listen carefully to the title I've given these brief remarks, it is as follows: Boon or Bust, What Price National Beauty or A Peek At the Private Sector.

What is more natural at a conference on national beauty, than to begin by speaking of the female figure and a problem created by it, figuratively and concretely.

Several years ago, an art gallery, the well-known Hart Barnett establishment, was constructed in New York City at 980 Madison Avenue. Its final embellishment consisted of a sculptured figure group attached to the plesod over the entrance. When put in place, and upon examination by the City Building Inspector, it was determined that one of the bosoms of a lady member of the group extended several inches over the building line, trespassing the sidewalk area. This fact created much excitement, and many suggestions as to what should be done. Some wanted the statuary removed, others suggested that a little abrasive action was in order. Happily, for our sake, the problem was resolved by the enactment by the municipal authorities of an approachment ordinance, the gallery agreeing to pay a small consideration monthly, I think it's about a dollar, for the privilege of the intrusion.

And now the speech to the assigned point, the responsibility of the pride sector. Few would deny if there is no responsibility. The community leadership must recognize and support the values inherent in the urban environmental assets. It is the matter of liking and self interest. Even if corporate executives are so insensitive as to not feel the impact of ugliness that might surround them, the mobility of labor forces the issue. How do you attract highgrade talent to your community? The image of the city in the eye of the wife is a factor not to be overlooked.

As the intellectual and intuitive quality of the members of the community rises, new demands are made. They can only be satisfied if programs are underway achieving, not only physical improvements, but also changes that improve the quality of the life to be lived. A life having meaning, not the least of important of which are those affecting the depth of experience gained from gracious environment. The willingness of the private sector, that is that part of it which is related to real estate to development, to subscribe and commit himself to policies and practices giving recognition to the values of studying economics inherent in natural beauty, will depend largely upon the attitude of the community, generally, and particularly that such attitude is reflected in the policies, programs and practices of the public sector.

The general community attitudes must be conceptualized in an agreed upon master plan. This plan indicating the city's open space program and park development, as well as vehicle and pedestrian circulation and suggested arrangements of the location of private buildings on private land illustrative desired objective, must be developed either by the private sector or with their active participation. This then is the goal. Without it, no city can hope to succeed because it is only by the process of creating such a plan that agreement can be reached on goals that are close to reality and stand a chance of succeeding.



The public sector's role in creating the desired environmental esthetic is paramount and the leadership it brings to the cause greatly influences the private sector. Is the city willing to create parks, plazas, malls as indicated by the plan? Are high standards of maintenance of these being carried out by the public authorities? Is there an active shrub and tree planning program? What about environmental controls? Have the city fathers expressed concern and taken measures to assure control of air and water pollution as well as noise? Does the zoning ordinance demonstrate an interest? Are redevelopment programs and policies illustrative of the desired ends? And last but not least, do the tax policies hinder or encourage concern for pleasing environment?

This last point is probably the most important and at the same time the most difficult to result. The practices of tax assessors must be such that a private development is not penalized for permitting large areas of his property to be unbuilt upon, particularly when such is in accordance with the master plan. Nor should one private owner be given undue economic advantage over another without some adjustments by the location of public parks and facilities. This is a complicated area, and needs further concentrated study by knowledgeable persons in the fields of law, city planning and municipal, physical and tax practices, a suggestion which I hope will be taken seriously by the leaders of this conference.

In conclusion, I submit that natural beauty is an environmental art and that what Mr. August Texter said in his chapter on the quality of American culture hearing in the report of the President's Commission on Natural Goals, is pertinent and worth repeating to you. And he said, "The most significant goal in the field of the arts is that their enhancement in development should be considered a goal. That the American people should learn to recognize the objectives in this area of their common life to be on an equal plane with those to which in the past, they have given their best efforts. It has been all too natural, during eras when a continent was being subdued or amid the fresh responsibilities of world power, to think of the art as something pleasant, but peripheral. The time has now come when we must acknowledge them to be central and conceive their fullest development as essential to the nation's moral well being. Thank you.

Chairman BACON

Thank you very much. Your concern about tax policy was also, if you remember, voiced at the panel this morning, so it is quite likely this conference will produce some statement about that.

We will now turn our attention to that very important element of the preservation of irreplaceable historical heritage and we will hear from Francis Pitkin.



FRANCIS A. PITKIN

A few short years ago, at least these past 3 decades have seemed few and short to me, the record of accomplished historical preservation in Pennsylvania was very, very short as compared with the tremendous list of historic and architectural treasures in Pennsylvania.

In Philadelphia, of course, we had Independence Hall, Carpenter's Hall, two old churches and several other old buildings in downtown old Philadelphia. There were several old mansions in Fairmount Park, several in Germantown and that was pretty much the list in Philadelphia. An even shorter list in Western Pennsylvania. The Federal Government and the Department of Forests and Waters, through its allied parkboards and commissions, had several battlefield sites with the General's headquarters, valuable properties, of course. The Pennsylvania Historical and Museum Commission in 1937 had one historic property in their ownership, and it was not really a renovated nor in such condition as to serve the public interest in such a structure. It was a short list.

The budgets of these federal, state and local agencies were quite inadequate. There was interest, the historic societies, county, local realized the time was running out, that these valuable properties should be acquired before the ever-advancing bulldozers of speculative builders and the highway engineers remove these treasures for all times.

But interest and finances were the problem. It was a difficult, difficult situation. The use of zoning was suggested. It seemed to be working in preserving the historic atmosphere of certain areas in California but it seemed impossible to use this in Pennsylvania since it was specifically authorized in Pennsylvania Statutes, and the zoning experts were afraid to try it in Pennsylvania in view of the conservative attitude of Pennsylvania Courts on zoning matters. It was not an encouraging picture.

But then things began to happen. I'll try to tell the story chronologically, because so many things were happening in so many parts of the states, and in different orders. Various groups were doing the things that seemed possible in their particular area, in different sequence. And that perhaps accounts for the progress. The essential ingredients were ingenuity, flexibility and an imaginary use of the tools that were available. And if tools were lacking, an assistance that tools be developed and made available.

All this began to pay off and there was a growth of public and private interest in historic preservation. There was a temporary increase in the amount of funds available for Forests and Waters through a temporary spurt in the funds available from the oil and gas revenues on state-owned lands under Forests and Waters jurisdiction. There was a gradual increase of legislative appropriations for capital expenditures for both the Depart-

ment of Forests and Waters and for the Historical and Museum Commission. Perhaps due in part, at least, to a planning approach to the state's capital budget which is a new development at the state level.

Especially helpful was Project 70, the \$70 million bond issue, which, as you probably know made funds available to state and local governmental agencies for the acquisition of land for parks, reservoirs and other conservation and recreation and historical preservation purposes. I'm quoting there from the purposes of that Act.

Now, at the state level, this was reflected as an expansion program that one project which I mentioned in the ownership of the State Historical and Museum Commission, back in 1937, is 30 projects in their ownership this year, with a dozen more projects coming along to them under the Project 70 program at the present time.

At the local level, there has been a similar enlargement of accomplishments because of the possibilities of utilizing both federal and state subsidies to supplement, to match in required proportions, with local funds as they became available. All of these things helped urban renewal. Now paralleling and in some cases preceding these financial developments, were new legislative authorizations. Going back to Philadelphia, a city ordinance was adopted in late 1955 and implemented in 1956, creating the Philadelphia Historical Commission with power to certify structures which by virtue of their age and historical and architectural significance, should be safeguarded from mutilation or demolition. Again, I'm quoting from that ordinance. Proposals for any changes in such certified buildings must be approved as being in harmony with the purposes of the Commission.

Now, in the absence of funds to acquire the property, the power of the Commission is not absolute, but at least it provides an opportunity for a delaying action to give an opportunity to negotiate with the owner before he takes irremedial adverse action with respect to this valuable historic property.

Somewhat similar powers have been granted to counties and to the various types of local governments outside of Philadelphia, by a series of legislative acts originally adopted in 1959, but later replaced by legislation approved in 1961 and further amended in 1963. This legislation provides what appears to be a sound basis for a state-wide program for historic preservation. It permits these local governments and counties to create historic districts, appoint boards and historical and architectural review, to protect the distinctive character of these districts and to regulate the erection, reconstruction, alteration, restoration, demolition, raising of buildings within the historic districts. Certification by the Pennsylvania Historical and Museum Commission, as to the historical significance of the

proposed district, is required. The constitutionality of this new legislation has not yet been tested in the courts, but if it is, it is hoped that a bigger and intelligent defense will lead to its estate. Now these new powers are being used, and are under active consideration in a great number of areas throughout the state. I could mention Bethlehem, York, Lancaster, Reading, Harrisburg. Townships such as Harristownship, up in Centre County, Bensalem Township, in Bucks, two different townships in Chester, Levittsboro, perhaps in a number of other areas of which I am not familiar.

Meanwhile, activity on the non-governmental sector has stepped up. I can't begin to mention the number of activities that are underway there. Historic preservation trusts or foundations have been created. Such historic societies themselves, have, in most cases, have not been geared to action programs, but these preservation trusts have been successful.

Certainly worthy of particular mention is the Western Pennsylvania Conservancy, one of the active sponsors of this complex. This program has accomplished great things in the Western part of the state. In Philadelphia, an example of private enterprise cooperation with official agencies is the case of the old Philadelphia development corporation working on the society hill project in cooperation with the Redevelopment Authority and the Planning Commission. Well, what do we need now? We need well sustained and well supported citizen interest. We need governmental interest and support, administrative, legislative and judicial. We need a continuing flow of money, public and private, and of course, the proposed bond issue mentioned by Governor Scranton this morning will be a Godsend for the continuation of this Historic Preservation Program. And most of all we need time, time in which to acquire these properties before they are lost for all times.

#### Chairman BACON

We now move forward to the specific question of the contribution of the design professions to this problem. Incidentally, I just checked with the State Highway Department in Pennsylvania, to see how many landscape architects were employed. At the present time, there are two landscape architects on the payroll of the State Highway Department. One is concerned with the interchanges and one with the planning of rest areas. There are programs underway to correct the situation, but indeed it is a matter that's very well deserving attention because a great deal of the problem of highway locations, really has to do not with cost, but with brain power. And with the consideration of the routing of the highway taking into account not only engineering considerations, but also the character of the national typography. This is one of the many things we expect to hear Dr. Wayne Wilson discuss for us.



WAYNE H. WILSON

Thank you, Mr. Chairman, and patient advocates of duty. Two things happened to me; it was a bit of a shock to find that a subject that we would probably need ten weeks for, as far as classroom instruction has been allotted five minutes and the other is, I received a new title as a result of the committee's action here. So you can erase that Dr. aspect. I'm plain Mr. now.

Contribution of landscape architecture to urban design specifically of course, has certain amount of historical precedence. I'd like to list with you, five items of consideration on this as a matter of perhaps information and education more than anything else toward something that could incorporate some of these things.

The first of these is landscape expression as one of the contributions made traditionally by the landscape architect. This is another term in essence possibly for the enterprise of natural beauty itself. In its broadest terms, it's been this landscape expression which has been the ingredient of sensitivity to the landscape, that has produced some of the more significant overall cities and portions of cities that we have from the past. Now, at the same time, this is pretty nebulous sort of thing when we think of it in terms of just terminology. Let's think of it in terms of training which of course is my main province and the educational standpoint.

The professional training involved in this concerned as it is very directly with biologic, physical and natural sciences, and the vital ecological relationships that are involved in so complex a subject as urban design and our natural beauty aspects is the part that the sensitivity of the landscape architect plays as this matter of his contribution. Very important.

Point two — Scale. Now this means a lot to many people, and different things to many people. It's one of the most maligned and frequently violated principles of order that we have, this matter of scale. Our urban environment has definite limitations in time and space. It must receive an overall view and also attention to detail, in the matter of scale. The appropriateness of each space and the undivided stability of the whole scheme considers very serious consideration in the scale relationships. Today we hear a great deal said about human scale. It's been said already at this conference, as you know. In other words, let's design for people, and not for machines. Here is an opportunity for a very important contribution that can be made.

Third, relative values, this takes an explanation, too. We have both historic and future values that are of vital concern, and this whole urban complexity, they use stability, they provide character, they promote continuity and general purpose. This brings to mind, too, some of the things



that have been said already in this conference relative to the economics of the aesthetics. And that aesthetics is a little bit better understood today, that we have achieved that point of agreement of good aesthetics — being in good business. We need just to put the know how that we have and this awareness to work.

The fourth point — Purpose. Probably purpose is involved in everything that we do. In the urban scene problems of growth, particularly pressure they conflict with the plans of correction and so invite expedient action. Our purpose is actually, and particularly in relation with the landscape architect, are considerably beyond the mere redemption of disorder. I think there's something basic, something, let's say continuity of policy, something that is a complete relatedness you see, on the purpose side of the kind of livability that we hope to create.

The fifth one, and last as far as particular points is the matter of professional balance. As has been demonstrated today, that you had a chance to flip on a TV or listen to a radio, we can pretty well agree that no single person or no one science or particular industry or discipline can put a man in space. No one profession, no one person, no one particular discipline either is going to solve our urban problems. There must be a balanced approach by the several professions that are concerned. And particularly, the design profession.

I'd like to especially make a plea for amicable interaction among professionals who are interested in a common goal. A landscape architect can and should make valuable contributions as a member of this kind of teamwork. And of the many disciplines that are needed, he can play that all important part that he's trying to do. This will provide for urban design whether it be correction, rehabilitation or new development of the highest caliber. Of course, there must be something on the positive side here that would put this into effect, and I'm sure this is what we are all coming to and this is what we are going to look to you too, also for suggestions. This matter of sound proposals. Here again, the various professions working together can provide the kind of sound proposal that will invite the participation which covers all facets of the urban scene. This is what is needed in term, to promote the necessary political implementation that takes to get the job done. Thank you.

Chairman BACON

We now pursue Mr. Wilson's balance by bringing into this balancing act, the architect, Mr. Kling.

VINCENT G. KLING

Thank you. As an architect, I would like to look at this urban scene from a somewhat different point of view. About half of the space in the

average city is public space. This is the street system, the pedestrian sidewalk and esquamate system and occasional area for a park, an oasis in the center. And of course, some of the main arteries that feed into the city, most of which are the province of the Commonwealth.

My concern is that these public spaces, even though they are confined and determined by the private structures along these streets and boulevards, are not having a qualitative overlook by any coordinating professional. My thought is that the average vehicular artery for this bordering passageways for people is an accident and a happenstance as far as the esthetic of that environment is concerned. I say this because I think the technology of lighting these spaces and signaling them so that the traffic can move safely, at an ever increasing sign program so that people can be forewarned of a turn before they come to it, plus all the other safety factors that have to be there.

I'm all in accordance with making them safe, of course, but when the fire department and the police department and the water department start adding their so called street furniture contributions, then we have many, many people making a contribution to this scene without anyone really being responsible for this study of excess space and it is my point that these public spaces, whether they be tree-lined boulevards or whether they be small streets in the residential areas, have almost as much to do with determining the lasting values of the property and the land uses in the city, as any other single owner.

Now the planning is done beautifully, the land use is satisfied, and of course, people like Ed Bacon who do spend their lives trying to see that the land is properly used, don't have the people and don't have the authority, really, to invade this area of the esthetic of the urban scene and its public spaces.

Coupled with this, responsible agencies like the Park Department people who are responsible for the very important landscaping that parallels these public spaces. And I have another concern and that is that where the Commonwealth comes into these public areas with buildings sponsored by the General State Authority, no architect doing these designed assignments has the power to budget for one single tree, one single piece of planting beyond the bare necessity to control erosion and that usually ends up being sod. And I would think this part of the esthetic should be concern for the state authority and we had better break right quickly before more of our city spaces are adorned with building but completely devoid of this humanization that comes from a good landscape program. The result is that the city street is an engineering oriented opposition with very little concern for the human values of the environment and of course the esthetic, you must admit, is just plain deplorable.

Now what can we do about this? Well, I would say the simplest way to get some real headway is to have each city and each town, in some manner, deputize someone who is responsible for the overlook of the esthetic of this space and that perhaps in the major cities such a person could be endowed with the power to make these various agencies come together and adopt some sense of order about what they're doing. And maybe this person should be entitled something like the Director of Design for Public Urban Space. Maybe he should be reporting directly to the Mayor where the cities are large enough. And maybe he should be subordinated in some other existing department. But in any case I feel that there should be a professional overlook on this and that we must deputize somebody to be responsible for the coordination of these different disciplines in the public space. To that end, I would suggest that this conference take steps and make such a deputy a powerful coordinating hand in this general problem of the city space.

I guess the greatest tragedy of all, is the fact that somebody discovered a great sea of asphalt down there in South America and has been yielding beautifully for many, many years and the coal industry has determined a way to make this synthetically, and so we have as the main constituent of these big sweeps of spaces in the city, this endless black sea of asphalt. Sometimes marked with orange lines or yellow lines to make them safe; always lined with white lines to divide the traffic. And this seems to me to be the beginning of the problem because it absorbs all heat and it absorbs most of the light and it raises complete havoc with the lighting engineer when he tries to make this space lighted at night.

And here I will give my final concern because it's one of my major concerns about the street scape in the city; and that is the problem of lighting this space at night. For many people the city at night is a far more exciting place than it is in the daytime. Maybe this is because some of their recreation and cultural experiences take place in the city at night. But I submit that the coming into the city through a tunnel of green light cast by endless extensions of mercury vapor tubes is by no means the gracious and attractive way for people to move into that environment.

And when this lighting system, which is geared primarily to the safety of the pedestrian gives no concern for the quality of light which is broadcast on the trees and the spaces and the buildings, then one of the most attractive conditions of the city which is of night affect, is vitiated. And ladies and gentlemen this program of super lighting the street systems with no concern of what it does to the humanity of space is making some of the downtown areas in our cities very poisonous, very synthetic, very dehumanized for their night use. And so one of the projects for this deputy would be the re-examination of the coordination of lighting.



Perhaps the lights should go dim until 12:00 when the stores and the activities in the city die down and they should come up bright at 12:00 for the safety of pedestrians in the late hours. But to turn them on full bright at sunset and watch the city with its horrible green light seems to be one of the tragedies of the present completely engineering approach to this problem.

Chairman BACON

I think this is a well conceived panel we started out with David Craig identifying this problem of the street furniture representing governmental sector and Vincent Kling, private architect, coming up with a positive proposal. Just to make it clear what your proposal was, if you don't agree with me you can correct me, "That every municipality in Pennsylvania should have a person or an agency deputized to be responsible for the esthetic of the public spaces, the coordination of the series of elements which have been put on it by the various agencies of the government" and this is a very practical, down-to-earth suggestion, only part of a series, but at least it's one which we put before you.

And now the floor is yours.

I think, is there anybody with a microphone or I think there are people here with microphones who would be very glad to put them under the chin of anyone who will raise his hand, or her hand. Yes, over here please.

WILLIAM SWANE

My name is William Swane of Pittsburgh, landscape architect. These comments are directed to the topic of Mr. Pitkin. Having to do with historical sites. We're very much in favor of a program such as that, but I urge you all to consider that one of the most important aspects of any program of development is to provide equal funds, certainly adequate funds for their maintenance. I can cite you several examples of historical sites in Pennsylvania that are no longer attractive. If we have as one of our less loftier aims the encouragement of tourism, we can cite examples of Drake-well Park, Old Economy, the Bradford House in Washington, and a number of others that have fallen in a very short time in a very sad state of repair. I urge that when these programs are developed that the management and the continuing maintenance of the landscape and of the building be removed from politics so that the Director of the Pennsylvania Historical and Museum Commission can have some ordinary administrative control over people who work for him.

Chairman BACON

That's a very good point that the historical structures must also be in a decent setting. Who has another comment or question?



This is directed to Mrs. Bush-Brown. My name is Mrs. Halk, and I'm with the Great Valley Girl Scout Council. How does one go about getting permission to use vacant lots for planting flowers?

MRS. BUSH-BROWN

Most of the city lots which we have used were tax delinquent lots and after a certain number of years of being tax delinquent. — Most of the city lots which we have used, in fact all of them, have been tax delinquent lots, and after a certain year of being tax delinquent they revert to the city to the Land Utilization Program within the Department of Licenses and Inspections. And they are very glad to have them used. You are required to carry insurance on the lots on a yearly basis so that if anything should happen, if anyone should have an accident, they would be covered.

Does that answer your question?

It answers the question as far as it goes, but how does one institute progress towards this thing for say a lot that is very valuable but nothing excessive is being done to it, in the meantime it could be pretty. The people, for instance Girl Scouts, — I'm just taking them because that's why I'm here — would be happy to beautify it and their labor could go for nothing if it were bought. But in the meantime, there would be the visual pleasure, the visual beauty.

MRS. BUSH-BROWN

You really have to have a strong local group in the community in which the lot is going to be developed because it's going to require constant care and supervision. And that is a very necessary part of it.

VIRGINIA KNAUR

Mr. Bacon, I want to congratulate Mr. Kling for condemning those mercury lights we see so much of in Philadelphia. Except, of course, we have a prime factor on the streets and this is considered, as you know, a public safety improvement. But as Mr. Bacon knows, and was largely responsible for a change in lighting in our Society Hill area to conform with this renewed and restored colonial section of Philadelphia we finally persuaded the Street Department to install a Franklin Type light very much as they used in colonial days. Of course with the modern lighting device in it — It's not a candle or anything like that — it has certain talents but because it is green from the direct eye, and the shape is colonial in height, it has added greatly to the restoration down there in Society Hill.

Bill Augerles from West Chester. I direct my question to Mr. Kling. I wonder if there is some way that we can improve in many of our cities

and these redevelopments the quality of the architecture in some of the new buildings? Is there some way to do this? I get the impression some of our, what I think, big boxes with holes punched in them and I just wonder if the real thinking of some of our top architects could be applied to this problem a little more rather than just a functional approach of being a practical building, a cheap building to build or maybe easy to take care of afterwards.

VINCENT G. KLING

That's a good question. Well if you're asking me to condemn my profession I'm afraid I can't take that stand. There are many reasons of course, why some of these so called redevelopment projects don't measure up. I think probably the first one is the basic concepts are so frugally budgeted and such tremendous demands just for quantity, that the qualitative hasn't found its way in. I think secondly that maybe we should have our hands spanked for not doing the best that we can. I'll say this, that we are totally undermanned. We can't begin to do the thinking we should do on all the prospects that have to be done; and also I will say that the repetition of a good design that may have appeared in Baltimore most assuredly won't recur in Philadelphia or even within our own city if we have to have one from an architect who really has a sensitivity to do it well. We just don't repeat the things. I think the principal matter that concerns us is the lack of qualified professional people to do this sort of thing. I don't think it all resolves itself on dollars anymore than this street scene that I've been discussing can be resolved on the question of inadequate budgeting, it's just that we don't have confident, professional people doing these things.

I'm also an architect, and I'm not going to be quite so delicate as Mr. Kling. Perhaps Ted can add a couple of instances but I think there is an infant's expression of this in our planning and development in Pittsburgh, I know as a member of the Planning Commission, I've participated in the approval of several scattered projects I'd have to admit to separate the pedestrian from the vehicle. There are two approaches to giving dignity to the pedestrian and therefore to the human scale. First to separate the pedestrian from the vehicle which is rather to give up on the fight and second to seek to combine pedestrian and vehicle in a way that still accords dignity and as well as safety to the human being. In the first respect, a number of a Downtown Pittsburgh projects have given emphasis to separating the pedestrian in manners as simple as the pedestrian bridge between the Equitable Plaza and the IBM Building.

THEODORE L. HAZLETT, JR.

In development of emphasis on pedestrian circulation in plazas such as those in Allegheny Center, and in several other buildings that are now

underway this emphasis on pedestrian separation is, I think, in near seed form but is gathering speed in mixed metaphor. The other approach of mixing the pedestrian and the vehicle we're attempting in the East Liberty Mall in the East Liberty Urban Renewal Area. I've been involved in that in the public safety role primarily because there in addition to the traditional shopping mall approach, which is basically to route the traffic around it and leave the pedestrian conqueror of the area, in East Liberty we're seeking to maintain the passage of mass transit right through the pedestrian mall while excluding private vehicles.

This presents very intriguing operational problems that also I think important to this role of the pedestrian is the fact that the mass transit vehicles will go right through the mall to afford easy access; but, will be subordinate to the pedestrian. For example, at the intersections the present detailed design, this is only tentative, would have the mass transit vehicles rise to the pedestrian level (means up about seven inches) so that instead of in the conventional situation that a pedestrian stepping down from the curb and descending to the vehicle level so forth, so to speak, across the street. The mini-buses or whatever other mass transit vehicles utilized, will rise up to the pedestrian level at places which are, in effect, intersections although not, they won't look like intersections as we know them.

So this is being attempted and it's a very interesting thing and we are, I think, experiencing the use of a designed coordination and the public safety guardians whom Mr. Kling has very justifiably told us to be on our guard against, have been put in their place. I have insisted that my police and fire chiefs subordinate as far as possible their techniques to the architectural development of the East Liberty Area. For example, to a fireman the ideal city design would be a grid iron design with alleys behind every block, because that gives the best access for fire-filled buildings.

And I think we're conducting a little experiment. Both has been the role of the pedestrian and also in adapting open mindedly the inescapably essential public safety techniques to city duty, and I'm convinced it can be done. Not enough people talked to the policemen and firemen in the past.

Chairman BACON

I think I would be remissed if I didn't add to this — that in Philadelphia there is a continuous pedestrian footway which is separated from the street which will go shortly a distance of 2 miles between the Delaware and Schuylkill Rivers. The greater part of this is Society Hill. The Greenway System, a series of garden footpaths, in the middle of the block not along the street on a job system which focuses on old church spires and vistas of various kinds is mostly built and will be virtually finished by next summer. And where it comes to the intensive core, this hits the pedestrian level



which is one level below the street and although Penn Center still doesn't express it adequately, it's punctuated there by a series of garden spaces open to the sky and this will in Market East be a much bigger concept of an air conditioned mall four stories high with a glass roof.

And then it eventually leaves the Schuylkill River and here again we're restoring our waterfront back in here to establish a pedestrian park there. So that there are these ideas operative and really moving forward.

We all enjoyed very much the opportunity to meet with you. We enjoyed having the panel members express their viewpoint and your response and from our discussion we will try to formulate an articulate recommendation to the governor.

Thank you very much.

### PANEL REPORT

THE PRIMARY PROBLEM, as seen by the Panel on the Pennsylvania City, is the fact that the processes of governmental decision as they have been traditionally practiced, do not take into account the factors of natural and urban beauty to anything like the degree that they should. Therefore, in the opinion of the Panel, there is need to adjust the processes of the government of the Commonwealth so that human and aesthetic values are given the weight of consideration which they deserve.

On the national level, President Johnson has recognized this problem. By Executive Order he has established the Council on Recreation and Natural Beauty consisting of six Cabinet members and a few other officials. The Governor of Pennsylvania has a comparable but potentially superior instrument available to him in the State Planning Board. He may wish to suggest that the Board review the recommendations of this Conference, and incorporate as many of them as possible, including, for example, the proposal for a historical parkway linking together Pennsylvania's principal historic places, into comprehensive development plans for the State.

However, President Johnson recognized that the coordination of existing governmental agencies did not go far enough, and so he established a Citizen's Advisory Committee on Recreation and Natural Beauty and appointed its twelve (12) members, the Committee reporting directly to the White House. In his charge to the Committee, the President said that he looked to it to serve as a transmission agent of the highest aspirations of citizens' groups throughout the nation, and to develop new proposals, and to formulate and send to him concepts far beyond those currently operative in government agencies.

In Pennsylvania there also is need to parallel the work of existing Departments and Commissions with a special agency to act as the spearhead of



concern for the values expressed in this Conference. For this purpose the panel suggests that the Governor designate the newly formed Arts Council of the Commonwealth as the State guardian of natural and urban beauty and environmental design, provide it with the full time professional staff necessary for the discharge of this function, and direct it to advise him on those measures which should be taken to bring into effect the full recognition of human and aesthetic values in all State operations. Such an agency would serve as a liaison with the municipalities throughout the Commonwealth, it would provide a focus for all those concerned with problems of beauty, and it would be the link for working with the Citizen's Advisory Committee and the Council on the National level, always reporting directly to the Governor's Office.

Such an agency would not, for example, concern itself with a particular route location of a particular expressway. To do so would only confuse the already confused relationships in this area.

It would, however, appropriately concern itself with such a basic policy question as the role that landscape architecture plays in the route location and design of expressways. It is rather shocking that, at the present time, these decisions which affect the lives of so many Pennsylvanians and which leave their mark or scar on the Pennsylvania Countryside for all time to come, are made almost always without the benefit of the professional advice of the landscape architect. What is involved here is not primarily money but rather brains, the kind of brains that can show how you can get the route through without making great gashes in the hillside, without curbing the meandering stream into a concrete sewer, without destroying the processes of nature. It is heartening that the State Highway Department has recognized this need, but it should extend its concern beyond the reorganization of its own staff into its contractual relationship with its consulting engineers, requiring that landscape architects be employed on every stage of expressway design from first route location to final grading.

Under this proposal another concern repeatedly expressed at the Conference would logically be centered in the Arts Council, that of the policy of the General State Authority that no capital funds be spent for landscaping other than those required to prevent erosion, thus precluding any possibility of natural beauty at State Institutions.

Another example of administrative relationships revolves around the concern of the Panel that tax policy be revised to encourage, not penalize, owners who wish to add to the beauty of the environment by leaving open spaces in their development or by other means. The basic outlines and objectives of a study of this subject could be formulated by the Arts Council, but here the responsibility for carrying it forward in close working relationship with the municipalities could be lodged in the Department of Community Affairs.

Fundamental to the problem of urban beauty is the fact that a very large proportion of the land of cities is in public ownership, streets, parks, schools, and parking lots, and that these spaces are the recipients of structures, equipment and paraphernalia of all types and descriptions put there by all manner of public agencies on a totally uncoordinated basis. The result is a clutter of poles, signs, boxes, hydrants, signals and wire fences which has achieved a state of such confusion that it is the municipalities themselves which must take the blame for being one of the worst offenders against urban beauty. All of this is entirely within the public control, and the public power to correct.

Our Panel recommends that the Governor suggest to each municipality in Pennsylvania that it undertake a study of this problem and prepare a plan for achieving a high level of urban beauty. The Panel suggests that State appropriations be made available to the municipalities to carry out such studies, coordinated with possible use of national funds under the urban beautification section of the National Housing Act.

The Panel further suggests that the Governor prepare legislation authorizing each municipality to establish an agency or officer of urban beautification, either on a full time professional or on a consultant basis, and further authorizing the municipalities to adopt measures establishing mandatory referral of all structure or objects proposed to be placed in the public spaces of the municipality by any government agency so that the officer of urban beauty may report to the responsible governmental unit whether such installation will enhance or damage the appearance of the communities.

Only through the highest degree of coordination between the local, State, and National levels can a reasonable degree of urban amenity be achieved. This proposal provides definite entities within the governmental structures at each level, thus giving the possibility of effective working relationships.

Only by this kind of recognition of the need for stressing human and aesthetic values in governmental decisions at all levels can we carry the high aspirations of this Conference out of the realm of pleasant generalities, and lock them into the processes of decision in the real world.

# THE COMPLETE HIGHWAY

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Chairman — WILLIAM B. FROELICH, *Executive Director*  
Southwestern Pennsylvania Regional Planning Commission

Mrs. Ernest N. Calhoun  
*President*  
Pennsylvania Roadside Council

Michael Rapuano  
Highway Designer  
*Mr. Rapuano's paper was  
presented by Mr. Gilmore Clark*

Henry D. Harral  
*Secretary*  
Department of Highways

Ezra S. Krendel  
*Technical Director*  
The Franklin Institute

Robert Hirschman  
*President*  
Associated Penna. Constructors

Russell J. Seibert  
*Director*  
Longwood Gardens

## PANEL STAFF ADVISOR

Lawrence L. Lehmann  
*Landscape Engineer*  
Design Liaison Engineering

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## Chairman WILLIAM B. FROELICH

In recent years and particularly I would say since the advent of the Federal aid Inter-State program, more and more interest has been generated in the effect of our highways on the landscape and land use. When completed the Inter-State System will total almost 1600 miles in Pennsylvania and will serve wilderness, rural and suburban and urban areas. Also we know that construction is being advanced on many other elements of our highway system in the State. Now it's obvious, I believe, that many thoughtful people are not satisfied with all aspects of the product that has been produced in these new highways, and this brings us, of course, to our purpose for being here today. Namely, to discuss "The Complete Highway."

First, our panel will attempt to define, then comment on it, and finally make some solid recommendations to bring it about more completely. Our six panel members will develop the subject and give some of their recommendations. Later we will have discussion among the panel members, then open the meeting to comments and recommendations from those of you in the audience.

Our first speaker today is Gilmore Clarke, who is a partner of the firm of Clarke and Rapuano, Consulting Engineers and Landscape Architects. Unfortunately, Mr. Rapuano is ill and is unable to present the paper he prepared but we are extremely happy that Mr. Clarke could come to present his paper because we have in Mr. Clarke a man who is widely recognized in the field. Mr. Clarke's topic will be "Fitting the Complete Highway into its Environment." Mr. Clarke please.

MR. GILMORE CLARKE

In evaluating the effectiveness of the design of a particular highway, which would include the expressway, the thruway and the limited access highway, the accepted yardstick is traffic service, measured in terms of safety, time, economy, comfort and convenience. As engineers, we always consider distance between origin and destination, travel time, traffic density, speed-volume relationships, driver and vehicle performance and, of course, costs, but few of us rarely consider aesthetics. When we do, the area of aesthetics usually becomes a fringe benefit to be taken or left as we may wish. Because there is no empirical formula for measuring beauty, we are frustrated in our attempts to measure aesthetics as a quality of highway design.

Yet, we know that beauty is essential to the well-being of mankind, otherwise we would not be gathered here to confer on the subject of natural beauty. We cannot say that our highway officials and engineers have been ignorant of the need for beauty in our highways. Twenty-three years ago, in 1943, a joint committee of the American Association of State Highway Officials and the Highway Research Board published a report on roadside development in which they defined the complete highway as being, quote "that highway which fulfills four basic requirements — namely, utility, safety, economy and the *beauty*," unquote.

You may have read, in the June 1966 issue of the Highway Research Circular, the statement of the problem the Highway Research Board wishes to study in order to determine the importance and value of aesthetics as a traffic service quality. I am sure the Board will develop some method for assigning a value to aesthetics in highway design but is it rational to suppose that a driver would not prefer to travel the more pleasant and beautiful highway and that the beautiful highway would not be more beneficial to the community?

There is a basic truth about beauty which cannot be ignored; it should prevail in everything man builds. Beauty is an assemblage of perfections, being those qualities in the aggregate that appeal to our aesthetic sense; the greater the beauty, the closer we come to perfection. Beauty is not a cosmetic to be applied in order to hide the blemishes. Therefore, the beautiful highway can only be the one which approaches perfection in all of its elements, perfection in its original concept, perfection in its location, perfection in its alignment, perfection in its structures, perfection in its interchanges, perfection in its grading and relationship to the landscape, be it rural, suburban or urban.

The axiom of beauty, as it relates to highway design, can be stated conversely: the less beautiful a highway, the less perfect it is, meaning that the highway is less safe, less useful and more expensive in its total cost to



the community. There is no question but that a beautiful highway is a safer highway. This has been amply proven year after year by New Jersey's Garden State Parkway which consistently has one of the lowest ratio of accidents to car miles traveled for any major highway in this country. It is also true of the Palisades Interstate Parkway and of the early parkways built on Long Island, in Westchester County, New York, the forerunners of our expressways and divided highways. All of these roads are noted for their carefully studied curvilinear alignment, fitted and graded to fit the topography; their directional roadways separated by variable medians; their ample rights-of-way and their bridge architecture. No one of them, of course, is perfect — we achieve perfection so rarely — but they are closer to being the "complete highway" than many highways that are being built today.

The complete highway is perforce the beautiful highway. What, then, is the formula for achieving the complete highway?

First, the highway must be conceived within the framework of total community needs so that it complements other community needs or functions instead of ignoring or negating them. When our office designed the interstate highway system for Nashville, we located segments of it through some of the city's worst slums; we did this consciously in order to help Nashville in its program of slum clearance and urban renewal.

Second, the highway must be designed in relation to and in conjunction with general land uses, both existing and proposed. This is self-evident; but consider the parks that have been usurped by highways or the interchanges that have been built which route heavy commercial traffic through residential neighborhoods or interchanges which cause industrial development where it was not desired. The highway, when properly conceived and designed, is an excellent tool for shaping and determining general uses. For that reason, the highway designer must be concerned with land use.

Third, highway land acquisition must be considered not only to provide the necessary rights-of-way but also to fulfill other purposes or needs of the highway; for example, the control of the development around the interchange. It would seem to be prudent to buy sufficient land around interchanges which may be maintained as open space or improved in part, with controlled development. Land acquisition should provide for scenic views to preserve certain natural features, and to provide land for parks and other park-like recreational areas.

Fourth, the highway must be structured into its environment. It should insofar as possible, commensurate with good gradients and alignment, fit the landscape, whether it be rural, suburban or urban. What is right for the countryside is not necessarily right in the heart of the city. In the

countryside, the highway should be in repose with nature; in the city, it should be in repose with man's architecture.

Fifth and last, but most important, the highway should be designed intuitively. Blind adherence to standards, formulae and criteria rarely creates beauty. Standards should be tools rather than shackles, as we have frequently permitted them to become. How much beauty and grace in highway bridges we have sacrificed on the altar of standards, as if standardization were a virtue to be achieved at any cost.

There is great dignity in beauty; there is a greater dignity in man, but man's dignity can only survive in an environment of beauty. For the sake of our human dignity, we cannot permit the highway to continue to despoil our environment. Every highway can be the "*complete Highway*" — complete with beauty — if we so order.

#### Chairman FROELICH

Thank you very much Mr. Clarke. I notice particularly the five part formula for achieving the complete highway and I am sure that some of our other panel members will pick this up and develop it somewhat more as we proceed.

Our second speaker is Mr. Robert Hirschman, President of the Associated Pennsylvania Constructors. Mr. Hirschman is a long time highway contractor in Pennsylvania and he will speak on recommendations on "The contractor's role in achieving the objectives of the Complete Highway."

#### MR. ROBERT HIRSCHMAN

In order that the complete highway, in terms of safety, maximum utility, least displacement of people and greatest use of land can be achieved, it is necessary that all of these components be considered and put into proper perspective by the design engineer responsible for each highway to be constructed.

I have specifically not included natural beauty in the above components due to the fact that until recently, natural beauty was the last consideration in constructing a highway and many times was not considered at all. With the increasing demands for new highways, greater areas of land must and will be taken in order to provide the public with the roads that are necessary if our economy is to survive. With this in mind, it becomes absolutely necessary that the fitting of a highway into the landscape, with the least amount of disturbance to the natural beauty of the area, should be one of the most important goals of the design engineer, as he proceeds with the overall layout of the project.

It is possible that some highways, such as the Skyline Drive atop the Shenandoah Valley, could be built almost solely for the purpose of bringing natural beauty within the reach of the traveling public. Pennsylvania has many areas which could well be served by such roads. However, when we speak of the complete highway, I am sure that we are talking about all highways and particularly those all-purpose highways which are so vitally needed by every locality in the state. The Governor brought home a telling point to everyone, when he stated that the roads in Pennsylvania could not be built by the year 2000. With such a great need there may be temptation on the part of the many people to urge that roads be designed and constructed in the quickest possible manner without regard for the complete highway concept. Such a crash program approach must be resisted, because the highways we build today will be with us for many many years to come.

The role of the construction contractor in achieving the complete highway is significant, and should be a positive one. Aesthetic judgment, as well as engineering knowledge, is required to adequately translate the design into construction. Care should be taken in construction to correlate grading and drainage, and to provide generous rounding of top and bottom of slopes and drainage ways, where feasible. Existing features of aesthetic value such as existing vegetation, streams and rock out crops should be protected and preserved as possible.

Field adjustments inevitably are required in executing the plans in the field. These adjustments should be in general accordance with the design and compatible with the topography and environment. Since time is money to the highway contractor, many decisions regarding field adjustments must be made in a short period of time. Therefore, it is recommended that the Highway Department give greater freedom of decision to its field engineers so that some of these adjustments which could improve the aesthetics of the highway might be incorporated into the construction.

To achieve the objectives of the complete highway in design, and to aid the contractor in the field, much wider use should be made of the contour grading and drainage plans. These plans provide essential design detail that the traditional line grade and cross section plans do not provide. They give visual proof of the manner in which proposed construction is tied to existing topography and the adjacent environment. They are useful in clearing and grubbing, salvaging of top soil, seeding and planting operations.

In the construction of highways, our task is to create a total project which incorporates not only maximum utility, safety, best use of land, and economy, but also beauty, both natural and man made. Highway contractors, working cooperatively with the Highway Department's Field Engineers and Inspectors, can plan an important role in helping to achieve this most important quality of beauty.



Chairman FROELICH

Thank you, Bob, for pointing out the role of the contractor in natural beauty. I'm sure Secretary Harral took note of your suggestion regarding the cooperative relationship in the field between the Highway Department and the contractor, and probably we'll hear more from him later on that. I'd also like to thank Bob for a little more mundane kind of a benefit that we have up here and that is for about fifteen minutes before the program he was very active in slotting the slides that you saw here this morning and he almost made it but just not quite.

Our third speaker is a lady who has been active in the protection of the roadside for a number of years. She and a few others, particularly her co-worker from the eastern part of the State, Mrs. Fox, were working for roadside protection when it wasn't a popular subject and it's to her credit that she has continued with it for many years. Our speaker is Mrs. Ernest N. Calhoun, who is President of the Pennsylvania Roadside Council, Inc., and her subject will be "Roadside Use for Increased Aesthetics and Convenience."

MRS. CALHOUN

With all America on wheels these days our roads and their appearance have become a most important part of our national life. Do you know that today we are producing cars, one and a half times as fast as we're producing babies; and that's fast enough, heaven knows.

Hilaire Belloc, the distinguished English writer, once stated "The road moves and controls all history." The history it will control we will leave to historians and concern ourselves only with how it will move. Certainly the general acceptance of the principle of The Complete Highway is a move in the right direction for utility, safety, beauty and economy are, and should always be, co-partners in any enterprise, or undertaking.

My assignment is to discuss with you the area of aesthetics and convenience in modern highway design. Time was when the word "aesthetic" was anathema to the highway designer whose idea it was to build a concrete corridor which would get there firstest for the leastest. Now that philosophy is a thing of the past because roadside beautification is here to stay for the simple reason that in the long run it will pay big dividends.

To the enlightened highway planner of today, highway beautification or highway aesthetics, simply means making a highway more drivable. To him, beauty is one of the elements out of which highways are constructed just as are steel and concrete; for beauty has a practical effect on the physical aspect of the highway and an aesthetic influence on the driver. One positive factor of a well designed, well planned highway is the influence it creates on the areas adjacent to it. It has been proved that a modern,



controlled access highway can spark the development of whole communities — be they devoted to industrial, commercial or residential use. Property values are upgraded and a favorable influence is exerted on the appearance of large areas by the attractively landscaped highways which serve them.

Imaginative yet practical planting along the highways will tend to reduce a driver's fatigue, and the subsequent inattention brought about by long, straight stretches of roadways that call for no change of eye focus. One of the highways I frequently travel is one on which mass plantings of trees and shrubs have been used to great advantage — both deciduous and evergreen, low and high, flowering and non-flowering, are placed together at certain intervals. These dramatic plantings, which are lovely at any time of the season, lovely at all seasons of the year, along with the beautiful, peaceful country through which this highway passes keep both rider and driver fully awake by force of sheer delight and wonder about what will come next. One of the claims advanced by the outdoor advertising industry is that billboards tend to keep drivers from falling asleep. I've always maintained that there are other and better ways to do this; for watching the billboards go by while driving at high speeds can be an extremely hazardous pastime and could easily prove *your* time has past!

The highway designer of today takes every opportunity to please the eye by opening up vistas, by screening out the unsightly — such as dumps, junkyards, all kinds of ugly things — and by conserving all the natural beauty spots, such as stream banks, fine trees, rock ledges and other features essential to the attainment of beauty in the finished roadway. In short he uses every means within his command and his budget to make the highway more drivable including the many, many things he can do to make it safer.

I cannot leave the subject of aesthetics without mentioning litter and the deleterious effect it has on even the most beautifully designed highways. A handsome park-like area can become an ugly, unkept slum when the clutter of litter and billboards moves in; roadside pollution, in other words. This is not to mention the unnecessary cost of litter removal. It is estimated the national bill for cleaning up after litterbugs is about one billion dollars a year. All because the public has been allowed to display such poor outdoor manners.

In the opinion of many, rest areas for the safety and convenience of the driver and his passengers are extremely important in the concept of the Complete Highway; for roads, regardless of their fine design are only as safe as is the person behind the wheel. Now not all states are in accord as to how frequently these areas for rest and relaxation should come. Our own Pennsylvania Turnpike Commission, believes that it is not only desirable but highly advisable for drivers to stop every hundred miles while driving long distances at high speeds.

Until recently rest areas or parks were considered somewhat experimental and quite extravagant. Now they are regarded as absolutely essential and are being designed to provide the ultimate in comfort and convenience which includes adequate access lanes, large parking space, toilet facilities, telephones, and above all, tourist information. This information concerns hotels, motels, their rates, their facilities, on scenic and historic attractions, where to go and how to get there. Many states are planning to staff these rest areas both day and night to maintain them both summer and winter. All this is for the convenience of the motoring public!

They will be expensive to build and to maintain but added to the aesthetic features the Complete Highway demands they should prove to be a good investment, and will add immeasurably to the ability of our highway system to fully serve the motorist whose tax dollars pay for them and for whose comfort and convenience they are designed.

#### Chairman FROELICH

Thank you Mrs. Calhoun. I'm glad that you mentioned the subject of roadside rests because I think this is something that we might develop a little more as we go along and possibly some one else also could bring this out.

Our fourth speaker is Mr. Russell J. Seibert, who is Director of the beautiful and famous Longwood Gardens in the Southeastern part of our State. Mr. Seibert will speak on "The management of Roadside Vegetation for the Complete Highway."

#### RUSSELL J. SEIBERT

The presence of roadside vegetation and the type of vegetation used should be harmonious with the surrounding environment and its ecological conditions.

There should be no attempt to limit roadside vegetation to a very few monotonous all-purpose plants: *Native plants*, both endemic, and those which have been naturalized, in the environs of the highway alignment should be selected for use with the completed highway through forested, remote and rural areas.

It seems that *cultivated ornamentals*, which are used in the immediate area, which have been tried and proven for a low maintenance, having lenient ecological tolerances, such as drought resistance and hardiness should be utilized to blend with the local landscape within suburban and urban rights-of-way. Research on new plants for specific highway use should become a part of the Agricultural Experiment Stations, not only of our State, but that of all of our States.

New plantings which are designed and approved by competent authority should be executed by landscape contractors who are sufficiently reputable to offer, at a reasonable price, an *extension of the contractor's guarantee period for new planting*. This additional assurance should be available for tree and shrub planting which are not well established for periods under three years.

Over growth of roadside vegetation can be avoided if competent planning has preceded the planting. It is important to avoid ultimate marring and distracting influences with types of vegetation which grow out of proportion, obstruct vision at critical points and jeopardize the safety of those using and maintaining the highway. Just as important is the preservation of, and not the obliteration of, natural beauty vistas to delight the otherwise bored vehicular passenger. Control of roadside vegetation by pruning can be avoided by judicious planning and use of selective plants. If and when required, control methods ought to be done with good taste, respect for the plants and by competently trained people who can enhance rather than "butcher."

We all enjoy good roadside plantings which relieve the monotony of modern highway driving. No highway maintenance which is adequate for a Complete Highway can afford to overlook the proper control of weeds, pests, and diseases affecting roadside vegetation. Because of the drastic man-created disturbances to the ecology of the roadside environment, any artificial re-establishment of vegetation will be susceptible to weeds, insects, pests and fungus diseases. There must be realistic control along with judicious application of fertilizer, mulches and in the early stages, water when and where advisable. If it is important to complete our highways with vegetated beautification, then it is equally important to provide for and execute all phases of its proper up-keep.

Appropriate planting design as it relates to the management of vegetation is the key to long term economy in the beautification of our Complete Highways. We should engage more of our universities to help in specializing for these new refinements within the applied botanical and horticultural sciences. Their application to the follow-through with realistic design will help beautify an ever-increasing part of our bulldozed and concrete-ribboned America.

Signs amid grass and planted areas indicate that we Americans are "*Sign-O-Maniacs*," spelled S-I-G-N as in billboards. Our philosophy seems to promote official highway signs ever larger and more prolific to the point of cluttering. It is suggested that we research to reduce the size, height and quantity of signs which contribute to the visual pollution along our modern highways. Let us improve the readability of our necessary highway signs and incorporate them into the landscaping. I have a feeling



that we are brain washed into accepting signs which serve only as garish monstrosities and obstructions to maintenance mowing of the grass shoulders. Are we to become complete "billboardanians" by continuing the pirating of our view space? Even thoughtless politicians jeopardize their name with iridescent signs littering the roadside without a thought to their removal after the fact.

The complete highway, in my opinion, is one completely without the reminders of billboards. Are we trying to substitute signs for vegetation into the management of our roadside?

Chairman FROELICH

Thank you Mr. Seibert. I am interested that not only you but also Mrs. Calhoun mentioned the topic of opening up vistas and I think this is something that often in the past we have neglected and certainly with both of you mentioning this I think it will bring it more directly to our attention.

Our fifth speaker on the panel is Mr. Ezra S. Krendel. You'll notice on your schedule and your program that Mr. Krendel is billed as being with the Franklin Institute. However, since that time he has moved onward and upward and now is Professor of Operations Research and Statistics at the University of Pennsylvania. Mr. Krendel's topic will be "Economics and Research for the Complete Highway."

MR. ERA S. KRENDEL

Our present network of highways is functionally similar to the network of our rivers. The great rivers enabled the pioneers to exploit the virgin land. These rivers sculpted and defined our country. Our highways, as any air traveler can attest, sculpt and define the land, and exploit it as well. A river is a natural, transportation channel — but the river may lose its living beauty and become a turgid ugly channel — the transition from Father Tiber to Cloaca Maxima. Occasionally, the river floods and reclaims its banks, destroying man's works in the process.

We can put a price on this, in terms of dams and relocating housing and industry — and this price is the price of preserving the rivers banks for the rivers use. We can put a price on preserving the rivers for recreation.

But what of the highway? This is our creation. We can shape and plan it in any way our finances and judgment direct. Clearly all bridges can not be the Ponte Vecchio; and not all roads as beautiful as Philadelphia's East River Drive. Yet roads can be functional and still contribute to the beauty of our country. We can tame what we have created, as well as that with which we have been endowed by nature.



The problem is establishing costs and benefits. Fishermen have lobbies. Floods elicit national sympathy and charity. Thus river beautification and river bank protection has many supporters. What of roads? Before we can address the highway problem I think we need to know the following: An appreciation of the potential of what we have wrought; and a quantitative measure of the benefits which can arise from more beautiful highways. We need a quantitative measure because, when we get into discussions of aesthetics, so many people will feel that their aesthetics are as good as the next mans aesthetics, but when we can convert these to dollars and cents, dollars and cents have a very, very simple common base in all our backgrounds.

Today I shall tell you of one illustrative program addressed to the above problem which is sponsored by the Highway Research Board of the National Academy of Sciences and is being carried out at the Franklin Institute in Philadelphia. This program examines the effect of highway beautification on nearby residential property values. This is a small part of the beautification problem but it provides an example of how modern cost benefit analyses can be applied to seemingly unassailable questions.

The main effects of highway landscaping on residential property values are indirect rather than direct. That is, landscaping shields adjacent property from the disturbing effects of highways. These effects are caused by a variety of physical disturbances, including noise, odors, and light. To quantify the effects of such landscaping it is necessary to measure the influence of landscaping on these physical disturbances and, in turn, the effect of these disturbances on property use and value.

From a systems engineering point of view, beautification must be considered in terms of highway geometry and the landscape design of the right-of-way and adjacent property. Quantitative engineering-economic data of the effect of these factors on nearby property values can be used both to justify beautification programs and to select maximum benefits minimum cost beautification designs, to go with systems engineering.

Accordingly, the Highway Research Board has contracted for the measuring of physical highway disturbances on at least 1000 highway adjoining properties scattered throughout the United States. These measurements are being correlated with property value differences to determine the effect of each physical disturbance on nearby property values. Then, the amount of each disturbance generated by different combinations of landscape design, highway geometry, and traffic conditions will be measured. From this information, the cost effectiveness (that is, cost versus economic benefit) of each type of landscape design can be computed.

There are other aspects of the highway's influence which can only be assessed by skilled interview and judicious observation. In our country the

population is so large and the range of tastes and preferences so diverse, that one man's horror may be another man's delight. Thus, *provided* the physical correlates of highway landscaping conform to a sufficiently large sample of needs and tastes, the house by the side of the road may become acceptable and in fact desirable to a significant number of home buyers. By measuring the intrusive qualities of noise, lights, and the road itself, and correlating these facts with acceptability, a rating for housing and a rule for landscaping is being developed. This rule, combined with other beautification and road usage criteria, will help to bring us further along in the rational — engineering — social — and economic design of the Complete Highway.

Now there are some recommendations which follow from this particular approach. One general statement is that the major requirement for both additional findings as well as for supporting research is in the quantification of interacting aesthetic and economic values. And this is the question that Mr. Longstreth touched upon in this morning's meeting. Aesthetic values in a context established by human intervention in the patterns of nature are by definition a designed and *superimposed* set of values rather than are by definition a designed and superimposed set of values rather than being defined operationally, as something which emerges from a competitive market place. These two sets of values need not, in fact rarely do coincide. The magnitude of the gap induces a proportional social dynamic in our democratic capitalistic society. Aesthetic zoning disputes are obvious examples of this type of problem.

To give you three of my recommendations:

(1) In a more limited context at the Franklin Institute we found that truck noise is the single and most offensive noise source to home owners. A systematic study regarding the inter-relationship of highway design, truck design itself, land use along highways and truck noise on highways will lead to a balanced low cost system solution to the **truck noise problem**. Attacking the disturbance problem one factor at a time is an inefficient approach to the problem. A total systems approach is needed for a complete highway.

(2) Studies should be made regarding patterns of pleasure traffic and its relation to roadside beautification. The amount of pleasure driving is increasing and is now one of the most popular forms of recreation in the United States. The relationship between beauty and the volume of traffic using a highway will give insight into the economics of beautification. Pleasure drivers pay gasoline taxes and support local economy and their preferences must be recognized and acted upon.

(3) Finally, a sociological and economic assessment of the nature of the gap between aesthetic and economic values is needed. The time lag,

the cost imposed by aesthetic requirements, and the requirement in a Democratic society to encourage aesthetic standards must all be examined. The appropriate technique for this examination is systems analysis, augmented by insights from the behavior sciences, social sciences, and the regional and community planning disciplines.

From such an examination we can hope to achieve what mathematicians would call a transformation which can convert economic and aesthetic values to a common compatible measure; so we're not comparing apples and pears, but apples to apples. With this tool it will become possible to construct competitive highway configurations in a system sense.

Chairman FROELICH

I'm sure we'll all agree that the quantifying of aesthetics and landscaping is interesting and unique and we'll look forward to, not only to the completion of the Franklin Institute study, but also additional studies in this regard.

The last person on our panel is someone whom all of you have heard about and I hope that most of you have met. He is a long time friend of mine and has, I believe, about the toughest job on the Hill. He is Secretary of Highways, Mr. Henry D. Harral, and he will speak on the subject of "Legislation and Organization to Achieve the Complete Highway."

MR. HENRY D. HARRAL

Thank you, and good afternoon, Ladies and Gentlemen of the Conference. As a highway administrator I accept the concept of the Complete Highway.

Beauty in combination with function in the development of our environment certainly can ennoble and enrich our lives. And highways are a conspicuous part of our environment. They are the very corridors through which we view our America. Highways, then, are worthy of the best efforts to make them beautiful, as well as efficient, safe and economical. And these qualities you have heard described as basic to the Complete Highway.

With that probably the briefest of introductions let me get to five recommendations.

*Point One — Bring architectural and landscaping skills to bear at the earliest stage in highway design and continue their influence throughout all stages of design.*

Recently the Pennsylvania Department of Highways took a big step toward this end by establishing a Landscape Development Bureau under the Deputy Secretary for Planning and Programming. Needed now is the



securing of a small but professionally capable staff of landscape architects and engineers responsive to and experienced in highway and environmental aesthetics, and the integrating of their efforts into the design, construction and maintenance aspects, heretofore basically engineering, of the highway program. Needed also are matching skills in the staffs of our highway consultants.

There is a nationwide shortage and competition for personnel adequately educated and experienced in the development and maintenance of the Complete Highway concept. Therefore, seminars and teaching or technical training sessions should be conducted for Department personnel. Annual highway design and roadside development conferences should be held under the sponsorship of the Pennsylvania Department of Highways in conjunction with our educational institutions.

*Point Two — Provide field skills to assure the translation of design aesthetics to construction aesthetics. Add sufficient contract flexibility to obtain maximum attractiveness by the use of minor variations during construction.*

Design aesthetics need knowledgeable construction operations. Even after the most careful design, some field adjustments in such aspects as flattening or steepening of slopes, the cutting or letting stand individual trees, and the treatment of streams can be helpful. The training of field men in aesthetic potential and the cooperation of the contractor are necessary.

*Point Three — Assure adequate and imaginative care of roadside planting and roadside areas to continue and enhance the design plan.*

The maintenance of roadside vegetation and roadside areas to preserve and enhance the aesthetic values of the environment, to conserve the highway travel function, and to achieve safety, all consistent with economy, is difficult but it is necessary. Principles of landscape architecture, engineering, and horticulture are involved. Maintenance requirements needs to be thought out in the design stage. And we need well trained personnel with a continuing and dedicated effort to continue and enhance the design plan. Adequate supervision and equipment are needed. Specialized training needs to be made available to our maintenance personnel.

*Point Four — Obtain state and local legislation to assure roadside controls.*

On the books are the 1961 Billboard Control Act applying to certain portions of the Interstate System, Roadside Rest authorization but with a dollar limit except for those on the Interstate System, the 1966 Junkyard Act and the 1966 Scenic Enhancement Act are designed to match the recent Federal Legislation and needs, as the Governor said this morning, companion legislation to set up the Highway Beautification Fund.



The Junkyard and Scenic Enhancement measures are too recently adopted to rate the adequacy of their provisions. In both of these measures there are some deterrents to full attainment of aesthetic objectives. Some of these deterrents are the result of the federal legislation and some are the result of State legislation.

Legislation to implement in our State the billboard control element of the recent three-pronged federal legislation rests in House Bill 18 and is not moving despite the fact that inaction may lead to the loss of federal highway aid.

After gaining some experience under existing federal and state legislation, I would hope for an improvement in federal legislation to be followed by a coordinated series of State legislative actions that complement the federal acts but are not necessarily limited to the quality of federal control.

*Point Five — Obtain State legislation for changes in the laws affecting acquisition of highway rights-of-way.*

The procedures recently built into the right-of-way acquisition law to protect the rights of those whose property is to be taken should be preserved, but some simplification is certainly possible.

Since the establishment plan concept to protect rights-of-way for the future have been stricken down by our Supreme Court, the Department should now move toward the advance acquisition of rights-of-way. The public and the Department will save money if we buy vacant land rather than developed property. Those whose homes or businesses will be taken if advance acquisition is not prevalent can be spared the heartbreak of upset. Even more important, I think, is the ability of the community to plan development when the location of the future highways is known and the ability of the State to locate outside of existing or probable future recreation or scenic property.

There is no doubt of the State's right to acquire right-of-way in advance if the final right-of-way lines are known. But our present laws do not permit us to acquire one inch beyond the actual right-of-way, except for roadside rests, and now scenic enhancement, and this defeats acquisition at an early stage of design. The right to buy whole properties in fee simple would be an immense advantage. The right to acquire in fee simple, particularly for limited access highways in cities, would encourage the utilization of areas above or below the roadway for recreational, scenic or even income producing development.

In conclusion in my assignment as in all the other of this Conference, we cannot talk to a stable or static situation. We are trying at a single point in time to do what seems best now. Fluidity is, however, the true reality. So my final recommendation must be, for the Department of Highways, the

concept of a continuing philosophy that recognizes change and the possibility of achieving a quality of highway beautification that would now seem impossible of achievement.

For this Conference, my recommendation must be some continuity of organization and efforts to accomplish the acceptable recommendations of all panels and to go on and to grow on from there.

Chairman FROELICH

Thank you very much for that wrap up statement, Henry, and particularly the recommendation for some continuity of organization and efforts to bring some of these things into being.

Before we proceed to any further discussion, I would like to take just one moment and ask that some one whose name is on the program and whom you haven't met to stand to be recognized. He is Mr. Larry Lehmann, who is Landscape Engineer for Design Liaison Engineering in the Department of Highways. Thank you Larry. Larry has been our panel advisor and has contributed greatly to this panel discussion.

Now comes the time when the panel members, if they would like, might comment upon or ask one of their fellow panelists to clarify a particular point. Let me stress and briefly state the ground rules. We would like for you to limit your recommendations to two minutes totally, and also we are very much interested in having recommendations. Questions, yes, but particularly recommendations because it is only through gathering in all these recommendations that we can put together some effective recommendations finally to report to the Governor and for the Conference in its entirety so at this point let me say that the session is open for statements or recommendations from the floor. We have microphones which will be passed around — And the gentleman here in the fourth row, will you state your name please and your affiliation?

BEN STERLING

My name is Ben Sterling, I'm here as a private individual now. I wonder if the gentlemen here draws any distinction between billboards and directional signs? I'm all with you understand, when you want to remove Giffen's beer, I can do without it. Now do you draw any distinction on directional signs?

Then, I want to address the Secretary of the Highway Department, too, first I'd like him to return my signs that he confiscated. They were directional signs. They are my private property, he had no right to take them from me. Number two, I think it was all wrong, to deprive me of the

right to put directional signs telling the people how to get to Rocky Glenn Park which represents quite an investment.

Now we spend a lot of money in New York State. We can easily check the New York cars, because their licenses are different than the Pennsylvania license. Last Sunday in our Park we had 81 New York cars. They start on Route 81 and come down from the Twin Cities. There's nothing to tell them how to get to Rocky Glen, because our signs have been removed. All they have left is a sign Davis Street. The people don't know what Davis Street means.

All right, now you're coming from another direction. You come from Hazleton to Rocky Glen. If you follow the highway signs that says to Moosic, they'll turn you around and send you back into the heart of Moosic. There you have three choices. You can go to the right and you'll wind up on Route 502, you can go straight and you'll come right back to Hazleton, or you can turn to the left and you'll go to Old Forge.

They took away my signs, directional signs that directed the people to go to Rocky Glen Park. Shoemaker comes to us, understand — he's at the head of the tourist business — and he tells us how important it is to bring people from other states into our Commonwealth and we're doing that very thing. Now you do nothing understand, to make it possible for these people to come. Have I gone over my time? May I have a leave please to file this in writing to you? Will you throw it away or will you read it?

Chairman FROELICH

Yes you may.

BEN STERLING

Now I'm speaking of directional signs.

Chairman FROELICH

I think we have your point.

BEN STERLING

I hope you do. The secretary didn't.

Chairman FROELICH

Let me then ask Mr. Seibert first for his comments regarding the distinction.

MR. SEIBERT

I definitely do feel that we do need directional signs and they must be incorporated into the necessary signs, official signs of the highway, but I do

feel that we have a tendency of getting even our highway official signs too large, and too frequent and too repetitive.

MR. BEN STERLING

Well, if you're acquainted with the Wilkes-Barre area and Pocono Downs, they have about a hundred signs, directing you to the racetrack. Without these signs I don't know how you'd find it, if you were a stranger. They are a public service.

Chairman FROELICH

Secretary Harral with 41,000 miles of highways and at last count I think about 300,000 signs or more, could you comment on the Rocky Glen situation?

MR. HARRAL

I could not, and I can only say that if the signs were taken down, they were improper signs and should have been taken down. However, I'll look into it and if there is anything improper about our confiscation I'll do something about it.

MR. STERLING

Thank you.

Chairman FROELICH

And if you would like to file in writing the statement you made . . .

MR. STERLING

Yes, I certainly would.

ROBERT F. OTTS

My name is Robert F. Otts, I'm President of the Pennsylvania Amusement Park Association. I'm associated with Dorney Park in Allentown. I would like to make a statement. I believe we will all attest that the major parks in the State will go along with the beautification of our State one hundred percent. I think, Hershey Park, close by here, will attest to that. Also I believe, that tourism in general is one of the largest industries in our State. We recently made a survey among the major parks in the State, and 20 percent of our automobiles come from out of state. So we would like to go on record that we would like to have some method of directional signs to be incorporated, or some way that these people can find our parks. It is very difficult to find them. I thank you very much.

HERMAN MITCHELL

My name is Herman Mitchell, Secretary of the Pennsylvania Society of Architects. I'd like to say on behalf of the Society of Architects that



we applaud Secretary Harral's program in the realization of the complete highway. We are very much encouraged to hear Mr. Gilmore Clarke tell of the ingredients of the complete highway which includes its bridge design and obviously its building. We would recommend that Secretary Harral progress vigorously to implement his program and also bring to bear the recommendations to existing highways, including the Pennsylvania Turnpike. Thank you.

Chairman FROELICH

I'll just say one thing, of course, you have two bodies to work on, one is the Highway Department and the other is the Turnpike Commission.

HILDA FOX

I'm Hilda Fox from the Pennsylvania Roadside Council. I hope I'm not out of line in speaking now, but I think that our association recognizes the need for tourist information and we certainly are very proud and happy of the continuing increase in the tourist business now approximately two billion dollars annually. We're very sensitive to the needs for tourist information, as I say, but we wonder and we're talking about something for consideration for these gentlemen and possibly the need for public information.

Is anything being done to compile necessary information on their parks, historic places of interest, as well as eating places, and hotels, etc.? Couldn't we provide that information service in the form of a regional folder as they do on the Ohio Turnpike? They've done it for years, its been very successful and in return for a restaurant or hotel being included in the folder, they agree not to put up outdoor signs. Mr. Harral, of course, knows of this, and we as a Roadside Council strongly feel that it would be a more intelligent way of giving motorists the necessary information. It could be provided by the oil companies. They could share the expense of making up a folder of this sort and certainly we could get the bugs out of it and make it a practical pool for our tourist information services.

Chairman FROELICH

I gather this: that you recommend these brochures or folders would be handed out at the roadside rest areas on the interstate and toll gates for the Turnpike. The gentleman in the center — half way back.

JOHN DICKEY

My name is John Dickey of the Society of Architectural Historians. I would like to point out, that particularly in the urban areas in the older part of the State, the highway in taking rights-of-way often requires demo-

lition of historic buildings. This is something that hasn't been mentioned, perhaps has nothing to do with natural beauty but certainly has something to do with the complete highway.

We were told this morning that we now could get historic buildings moved out of the line of the highway through urban redevelopment. This certainly, if it's true, is a matter of turning your biggest cannon on a flea. I hope that some consideration will be given to my recommendation that historic building sites which are threatened by the Highway Department, either interstate or state, should be carefully evaluated by a knowledgeable group and proper expenditures should be made for their preservation or relocation.

Chairman FROELICH

Do you know Secretary Harral whether this is reimbursable now?

MR. HARRAL

I don't know to what extent — to some extent. What has happened, I believe recently, is that the request has come really just at the time when construction is about to begin and we wish to work with you in the preservation of historical sites and in the removal of historic remains before we construct. But we do have to have that indication of interest at the earliest possible time and we will try to work together to see that you know what we're going to do and then you let us know whether you're interested. We are most interested and want to help.

Name not given on the following

I'm a housewife, very interested in Pennsylvania and I travel over the State pretty thoroughly, and I have been so frustrated with the over growth Mr. Seibert talked about and I don't know what we can do. If you ride on the Pennsylvania Railroad, and they advertise the Horseshoe, and please watch for the Horseshoe, I don't think any official has ridden, because nothing is more frustrating than trying to find the Horseshoe because of over growth and it's the same along the river.

The people, my passengers complain, they say, "Oh look at that beautiful view." And then you come along a great deal of thick over growth or thick jungle that you can't see through and isn't it frustrating? Now I've driven through about seven-eighths of our American United States, in fact, I've been in every state of the United States, but I've driven thoroughly through about seven-eighths of them and I'm always so happy to come back to Pennsylvania where we have greenery. You're conscious of green things here in Pennsylvania as you drive around, and I wish we could see this open vista that you are talking about where it could be opened up.

Now I've complained loudly and lustily before, and they always say "We don't have the manpower." Well my solution is this, that they should do what we did in Oregon. Set these men in the regions who are on welfare — and there's plenty of them — in each of the towns around the areas that I'm referring to. You all know the areas in Pennsylvania where you can't see the rivers, or you can't see the distant vistas because of the thick undergrowth. Put these men in trucks and let them go out and work in cleaning up all of that thick undergrowth or overgrowth so that you can see vistas. In Oregon it was so successful that they cut their welfare rolls in half, because after the men found they had to work, they went out and got themselves better jobs.

And I also want to comment on Mrs. Fox's suggestion, because when you come through the Turnpike, in a lot of these states they give out these little folders and everything is listed as to where and how and why, and prices; and I think it's most informative. As she suggests, some of the times the oil companies do it or other companies that want publicity, and it's very helpful. Then these roadsides; now even coming down the Turnpike there's altogether too many signs to catch the eye and its distracting, and it's dangerous for safety.

Chairman FROELICH

Thank you. The lady with the white gloves.

MRS. RUSSELL SEIBERT

My name is Mrs. Russell Seibert, and I have a suggestion for dispensing tourist information. I don't believe the toll gates at the Turnpikes are the places to clobber up traffic. I think of two states at the moment, Georgia for one, and Texas another. Any highway by which you enter their states, there is a tourist information office just at the border. You arrive, the directional sign says if you have any questions about their state please stop. Some even offer a nice coka-cola if its hot and you're thirsty. There you may pick up your maps, there are people at the desk to tell you exactly where you want to go, the latest road information, the places of tourist interest, and all your questions are answered.

Chairman FROELICH

The gentleman to her right I believe had his hand up also.

JEROME MYERS

My name is Jerome Myers and I'm the solicitor for Monroeville in Allegheny County. I believe some of you gentlemen on the panel are familiar with Monroeville. I think it's a very typical example of the problems of the recently grown up suburbs and, in a sense, it is a highway community

in that it is intersected by the Pennsylvania Turnpike, the Pittsburgh Parkway system, The William Penn Highway and another limited access highway soon to be built.

As a result of all of these highways, the problems of the municipalities with their control of traffic and control of signs is, I think, on a small scale the same as the State has. In particular, the highway which we have that is not a limited access highway, called the William Penn Highway there, and Route 22. The value of the ground along this highway has increased, perhaps two or three thousand fold in the last ten years and as a result the efforts made by the business establishments to attract the attention of the traveling public are enormous.

One of the things that they do is to spend many many thousands of dollars in enormous brightly lit signs. In recent months the municipality has undertaken plans to renovate the entire highway from the Turnpike to our westerly boundary, approximately two miles. This hopefully would change the highway into a real scenic boulevard. But the major problem we feel, are these major signs; the five or ten thousand dollar signs which are erected perpendicular to the highway for each business establishment. Each business that is built along the highway, feels it necessary to build even a bigger and better sign to compete with its neighbors.

My proposal is that the highway sign control legislation which is now before the Legislature in Harrisburg be broadened a great deal to include not only highways benefited by Federal aid, but also the ordinary every day state highway. Secondly, that a power of condemnation of development easement be allowed, both to the State and municipalities, to allow for the removal of objectional signs within twenty, thirty or forty feet of the highway, and to pay appropriate damages to the business establishments which are affected. We believe that once the business establishments all uniformly have their signs removed, none of them will suffer business-wise and all of them will be improved aesthetically. But until the power of condemnation of this type of easement is allowed to us there is not a thing we can do about the jungle of major signs.

Chairman FROELICH

Secretary Harral has a comment and then the next gentlemen.

MR. HARRAL

Just as any of the legislation that is now before our Legislature there is nothing to do with on-premise signs. Some of the biggest violators of the aesthetic concept certainly are on-premise signs but they are not restricted in any way by any legislation now before the Legislature.



## Unknown

May I make a further comment about Monroeville. I'm a western Pennsylvanian. I have been concerned about the highway problems for a long time. At least fifteen years ago I started to talk to the people, the community leaders of the community of Monroeville, or city — at that time it was then a village — trying to tell them that unless they themselves set some standards, and made some zoning plans that this is exactly what would happen. Exactly what would happen, happened. A bypass road was put around the town of Monroeville, but everybody thought we can't do that — we can't do that — it would affect this person or that person, there were too many access roads, it was a very dangerous area. There were too many signs. It was a perfect example of what happens without plans, without zoning. A perfect example, but nobody seemed to care when it was time to care which is unfortunate.

## Chairman FROELICH

We're happy that Monroeville has turned the corner. Yes.

## GEORGE PATTON

My name is George Patton. I'm a member of the American Society of Landscape Architects. It seems to me that one of the things which must be done is to create legislation which will make it possible to compensate municipalities for park land when it does become necessary to take park land for highways. It is often taken because, economically, it's the thing to do. The park areas are less expensive to buy than people's houses. If we don't have the legislation to require that when park land is taken the municipality is paid back by buying other park land and developing it to compensate, we soon won't have any parks left. The same thing is true with our stream valleys.

## Chairman FROELICH

I think you'll find that those responsible in the Highway Department are more and more aware of this expensive area and certainly give it careful consideration.

## FATHER RONALD DE BODONE

As you can notice I'm out of my field, but being interested in the natural beauty of Pennsylvania I made it my business to come from the seminary of Saint Francis Loretta and the College to be with you to see what I could learn about the great Pennsylvania. I am Father Ronald de Bodone, and the last name, Bodone, don't let it scare you, it means a sweetheart of the soil and maybe that's one of the reasons for the love of the natural beauty of Pennsylvania.

I would like to further recommend that study be given to creating more vistas areas where you can park off the highways to see the various panoramas and the glorious vistas of Pennsylvania. For example, at McConnellsburg, when you climb the mountain, the Tuscarora Mountain going east, it's really a crime that a person cannot pull off the road at two to three different points and just become enriched by the wonderful scenery that's offered to a traveler. And in the Snyder State Park area, you climb up those mountains, and naturally being an old lumberjack, it's still in my blood, so it really is frustrating because one is unable to see the full view of some of these panoramas. And on Route 45, as one goes towards Lewisburg, there are some scenes where actually, if you were free to stop, you could relive a visit to Austria or southern Germany. And at Pine Creek and Penn's Grand Canyon, how much is hidden there from our eye!

I would like to recommend also that in building of Route 80, the Shortway, which I am very much interested in, because of having a first love for the Pennsylvania Turnpike, that we try to create some areas where we could bring some of the early history back to the people of today. For example, the Conestoga wagon, the stage coach, the covered bridge, to create these areas which naturally I think we could find along the Shortway, because it's going to be, I guess, our greatest highway over the mountains rather than through the mountains. And we have a lot to learn from the Pennsylvania Turnpike and I think Mr. Harral agrees.

One can travel all over America, and it's really amazing in traveling the distance over the Pennsylvania Turnpike how well it is kept even to outdo Germany in its upkeep. Then there's Longwood Gardens; I think we could learn something from them when it comes to aesthetic value. They have hidden their parking area from the landscape gardens. The one is as attractive as the other, but yet they don't want the one to mar the beauty of the other, and so those are just a few examples.

Chairman FROELICH

Thank you Father. Your recommendation, as I gather it, pertains particularly to those highways which are already in existence where one could have the vistas improved and I want to apologize to the clergy for having to restrict you to two minutes. I know that's very difficult. Yes madam.

RUTH PENNELL

I'm Ruth Pennell. I represent the Pennsylvania Council of Republican Women. My recommendation right now is that I would like to see not only the natural beauty preserved but I would like to urge the planting of the green strips along our four-lane highways. I went to Washington by

way of Maryland in the early spring, and they do a tremendous job of planting with low shrubs. They do a wonderful job of adding beauty to something that isn't exactly natural to the area. But I wonder why Pennsylvania hasn't added some of this. It all has to be taken care of, mowed or something, but there are cuddling plants and low shrubs that not only would beautify, but they would hide some of the glare of some of the lights on the other side.

Chairman FROELICH

Thank you. I think we have time for just about two more.

NELSON PARKS

Nelson Parks, Clearfield Planning Commission.

I'm happy to say in Clearfield County we have a recently organized county beautification committee and in our short experience so far with beautification activities locally we have identified two problems having to do with highways which are particularly troublesome to us, and I think certainly in conflict with our beautification objectives and probably in conflict with the concept of the complete highway.

One is the old problem of spraying which we think we have too much of locally, and the other has to do with the spraying of this coal tar product. I'm not just sure what it is but they put it on the shoulders, either for dust control or stabilization of the shoulder, or both. My recommendation would be that both of these two activities, which apparently are essentially maintenance activities be looked into with respect to their possible conflict with the concept of the complete highway.

Chairman FROELICH

Thank you. The gentleman in the blue sports shirt will be the last and I know there have been a number of you who could not make statements but we would be very happy to have you write down very quickly any recommendation that you might have and hand them either to me or to Mr. Lehmann. But we have time for just this one more.

FRED LORING

I'm Fred Loring from Swarthmore, Philadelphia area. I'm for highways, and I'm for the welfare of the people who ride the autos. Dr. White, Dr. Paul W. White, President Eisenhower's physician when he had the heart attack, said Americans are riding too much. He says unless they correct this with an adequate amount of hiking, or biking, they're beginning to drop off the picture of usefulness in the fifties and sixties. So I'm in favor of making it useful to those who ride to help their efficiency throughout life.

Well, if we have to have hiking or biking, I certainly am not in favor of the kind that you do on the highway that you see too frequently around urban areas where people are thumbing their way. I'm delighted to see that Mr. Harral and his associates have got some signs up at the entrance to turnpikes, exits and entrances — "No Hitchhiking." Good.

But where are we going to have a chance to walk? We must provide trails and if the people who ride need them most. For heavens sake, let's have trails that are near at hand to our great cities as well as around over the countryside. We should have trails that lead from the cities up the stream valleys, out to the various State Parks, and the trails, preferably should be, not along the side of the highway. It's a little better to breathe the fresh air, than to be breathing the fumes from the autos. So I have been appointed to speak for the Trail Clubs, Philadelphia Trail Club, the Appalachia Trail Conference, the Horseshoe Trail Club, and so I beg you to have an open mind towards providing for trails, if the riders need it too, how about making provision for a fraction of one percent of the cost of highways to make walkways that can be used. Thank you.

#### Chairman FROELICH

Ladies and gentlemen this concludes the panel on The Complete Highway. I would like to express my thanks to the panel members for their participation and also to you for engaging in this discussion and giving us your recommendations.

#### PANEL REPORT

Chairman Masland, Governor Scranton, Ladies and Gentlemen.

STRANGELY ENOUGH, our Panel Members and those attending the panel discussion on "The Complete Highway," concluded, without equivocation, that in order for a highway to be complete, it must have beauty! We recognized that the concept of the complete highway is not new. Twenty-three years ago the complete highway was defined as fulfilling four basic requirements: utility, safety, economy and beauty. However, although the complete highway has been defined for many years, it is only now gaining enough recognition that complete highways are beginning to be designed and constructed.

The formula for conceiving and designing the complete highway was recognized in our session as having five parts:

1. It must be conceived within the framework of total community needs so that it complements rather than neglects community needs.
2. It must be designed in relation to general land uses, both existing and proposed.



3. Highway land acquisition must fulfill purposes other than merely to contain the highway right of way so that, for example, development around a new interchange might be controlled and parking turnouts might be provided for the enjoyment of scenic views.

4. The highway must be structured into its environment — it must fit the landscape.

5. The highway should be designed intuitively by skilled professionals with design standards used as guides rather than unbreakable shackles.

It was agreed that not only should we screen out the unsightly but we should open natural beauty vistas through selective cutting of vegetation. Natural beauty spots such as trees, streams, and rock ledges should be recognized in the design and conserved. To aid the designer, research concerning the effect of highway beautification on nearby property values is required, as well as research on new plants for specific highway use in bringing about the complete highway. The Highway Department and its Highway Designers should bring to bear a concentration of architectural, landscaping and engineering skills at the earliest step in highway design.

In constructing the complete highway the construction contractor can be a positive factor by properly correlating grading and drainage and protecting and preserving existing features of aesthetic value. The contractor and Highway Department Field Engineers should work closely, even to the point of making field adjustments in the contract plans, to incorporate aesthetics into the construction. The Highway Department itself must provide necessary field skills to assure translation of design aesthetics to construction aesthetics.

After the complete highway is designed and constructed, it must be maintained completely. The roadside, median strip and their plantings should be cared for properly. Although it is often tempting to cut these maintenance costs, the Highway Department must assure adequate and imaginative care of the roadside. The final planting design, properly maintained, will enhance safety through reducing drivers' fatigue.

As an alternative to billboards and a proliferation of official highway signs, it is recommended that brochures giving regional information on the location of restaurants, motels, service stations and tourist attractions be distributed at roadside rests, service stations and restaurants near interchanges and turnpike toll facilities.

In the field of legislation, not only the Highway Department but all Pennsylvanians devoted to the complete highway concept must press for state legislation for changes in laws improving the acquisition of highway rights of way and for state and local legislation to assure proper roadside controls.

In this brief time it is just not possible to give voice to all recommendations that were advanced to achieve the complete highway. Therefore, all recommendations will be prepared and submitted in a separate report.

In conclusion, I would like to emphasize the remarks of two of our panelists. Secretary Harral struck a harmonious note in stating that the Department of Highways must nurture a continuing philosophy that recognizes change. Certainly to have the complete highway we must always be willing to keep fluid and adapt to change. Mr. Clarke, speaking for Mr. Rapuano, concluded his remarks with this paragraph, and I believe it is a conclusion upon which it would be difficult to improve. He said this, "There is great dignity in beauty; there is greater dignity in man, but man's dignity can only survive in an environment of beauty. For the sake of our human dignity, we cannot permit the highway to continue to despoil our environment. Every highway can be the *complete* highway — complete with beauty — if we so order."

# PENNSYLVANIA'S WATER RESOURCES

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Chairman — WILLIAM VOIGT, *Executive Director*  
Interstate Advisory Committee, Susquehanna River Basin

Frank W. Dressler  
*Executive Director*  
Tock's Island Regional Advisory Council

Vernon D. Northrop  
*U. S. Commissioner*  
Delaware River Basin Commission

Mrs. Melvin Isenberg, *Chairman*  
Water Resources  
League of Women Voters

Charles F. Hess, *Director*  
State Soil and Water  
Conservation Commission

Samuel B. Magie  
*Assistant Vice President*  
Gallitin National Bank

Dr. Charles L. Wilbar, Jr.  
*Secretary*  
Department of Health

PANEL STAFF ADVISOR  
Robert J. Bielo, *Executive Director*  
Fish Commission

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Chairman WILLIAM VOIGT

May we come to order please? Ladies and gentlemen. Will those in the rear of the room please find seats and let us get started with this Panel on Water Resources. I want to follow the technique that was used at the morning Panel Session and introduce the members of the Panel in the order in which they will appear. Mrs. Isenberg, of the League of Women Voters. Her subject is "What Pennsylvania Women Propose." Mr. Hess, "What Rural Leaders Can Do." Mr. Northrop, "Federal Help and Attitudes." Dr. Wilbar, "Water Pollution, Basic and Natural Beauty." Mr. Magie, "Cleaning our Foul Environment and Keeping it Clean." And Mr. Dressler, "Engineering Capability with Natural Beauty."

Now, I would like to introduce our Staff Advisor. He has been with the Pennsylvania Fish Commission for about 15 years. When I occupied his present "hot seat" in the late 1950's, he used his nights and weekends commuting from his home in Lancaster County to earn a Master's Degree in Marine Sciences at the University of Delaware. He's that kind of individual. I'm happy to introduce our Staff Advisor, Robert J. Bielo, Executive Director of the Pennsylvania Fish Commission.

The ground rules for this session is simple, very much as you have already heard them outlined earlier today. We have six panel speakers, each has been allotted five minutes to drive home the points he wishes to make. I have my first turn at the mike now and will introduce the speakers and moderate the questions and answers period. I ask that you withhold questions until I give the go signal, after all the speakers have finished. When that time comes make your questions as pointed and challenging

as you wish. Be frank, be brief, be positive and we will try to answer in the same vein.

There once was a landlord who said his home should have added value because it was easy to heat in summer, easy to cool in winter, only leaked when it rained. The place probably got that way through neglect. If not, perhaps something Adlai Stevenson said a few weeks before he died. In an educational television appearance he referred to what he called, "The appalling record of human savagery that they call history." It is appalling the way we in our short national history have savaged our natural beauty and have neglected so much of that which escaped us, our greedy hands wrested our modern material affluence out of the uncreditably rich wilderness that our forebears found.

An obscure English writer named George Hurbert, who died in 1633, wrote a bit of doggerel that Benjamin Franklin extended by two lines and printed in 1762 in Poor Richard's Almanac, and it goes like this: "For want of a nail the shoe was lost. For want of a shoe the horse was lost. For want of a horse the rider was lost. For want of a rider a battle was lost. For want of a battle a kingdom was lost. And all for want of a horseshoe nail."

The kingdom we have come so close to losing is the natural beauty of much of America. The horseshoe nail that can save so much of it probably could not have been forged in 1752 or 1852, or even 1952. It has taken us more than two centuries of slow, painful, reluctant travel to reach a period in which we dare to mention the preservation and enhancement of natural beauty in a public meeting without fear of ridicule and repulse. In his biography of Carl Sandburg, Harold Goldberg wrote of the confusion with business efficiency and social efficiency. That confusion is still with us, but it has lessened enough so that the widely varied Pennsylvania public present in this room can at least sit together amiably. Hear blunt truths, both from the rostrum and the floor, and I say it hopefully, follow up with a specific action that Governor Scranton called for when he invited us to participate.

Edmund Burke once said: "To make us love our country, our country ought to be lovely." To a far too great extent we men have tended to rely too much upon our women and their organizations to make and keep our country lovely. At the 1966 North American Wildlife and Natural Resources Conference, Dr. Ira Gabrielson spoke of people who professed a love of natural beauty but were more attracted to the tinsel than the Christmas tree. The organization with which our first speaker is affiliated can not be accused of so shallow an attitude. It is the League of Women Voters, one of the most respected on our long roster of citizen organizations.

Edna Isenberg was transplanted from Minnesota when quite young.



She earned her first college degree at Wilson in Chambersburg and then went on to get her Masters in History and Political Science at Penn State where her husband, Dr. Melvin Isenberg, is Professor of Architectural Engineering. She is a charter member of the State College Chapter of the League and has held various offices there, including President. She is now on the State Board of Directors, and is Chairman of the Water Resources Committee of the League of Women Voters of Pennsylvania. Edna Isenberg.

#### MRS. MELVIN ISENBERG

Ever since I was asked to speak on what Pennsylvania women propose, I've been a little concerned about representing some five million of us. My feminist leanings tell me that I hope I will speak not just for what Pennsylvania women propose but that these proposals will reflect equally the desires and wishes of Pennsylvania's men. For we are all in this together.

As we conjure up in our mind's eye our favorite spot of natural beauty, somehow water is always, or almost always involved, either as a main feature or as a grace note. Take it away, and there is something lost from this natural beauty. And it goes without saying that this water is clean water. Anything else would not be truly beautiful. Therefore, women are not particularly impressed by the plantings along the highway which hide strip mine operations unless those plantings and the earth fill represent a genuine attempt to prevent the pollution of our waters by the acid mine drainage.

If it is just cosmetic in its effect, this is nice. We like the cosmetic effect, too, but it has to be something more than just a few trees planted along the highway so that the passerby will see them and will not see what is going on so many yards in back of the highway. Pennsylvania women are demanding that there be adequate laws, and that our new Clean Streams Laws, our Mine Control Laws, be enforced. We are on the verge of a breakthrough in some of the mine drainage research projects, and we insist that we take advantage of this and keep moving forward.

And it's not only industry, so easy to point to, as the prime offender. Our cities have had a very sorry record, and in many instances the unsightliness along our streams and waterways is the result of municipal failure. And, of course, municipal failure is nothing more than citizen failure which has to stop. And it can stop if we, as citizens, work on and with our officials and indicate that we are willing to support whatever is necessary to stop the situation and that we are willing to support it financially as well as turning out at least.

We must also discipline ourselves in our daily lives, if our waters are to be clean, unpolluted, and free from the litter which clogs their paths. More and more people each year are seeking water base recreation, and the

havoc which is resulting from our carelessness is appalling. Laws regarding the disposal of our waste materials are undoubtedly necessary, but unless we, as a people, teach our children and teach ourselves, this land will be what one author has so aptly described, "God's Own Junkyard."

Turning to another aspect of our treatment of our water resources, we need to plan carefully for all the uses that people want to make of them. Priority, obviously must be given to pure drinking water. Since we are not about to abandon our technology and its products, we must have water for household uses and for the industry which supports our civilization. But must the rivers which our industry uses so heavily be so ugly? We say that this does not follow. Just as a woman's kitchen and a man's workshop can have a functional beauty of their own, so can a river serve its useful purpose in dignity and beauty, not necessarily in filth and squalor. City dwellers, all of them — not just the rich who can afford an apartment with a view—should have the opportunity to enjoy the beauty of the river.

Sometimes those of us who believe that consideration of what is beautiful in our communities is important, even essential, may allow ourselves to be intimidated by those of us who say: "Well, you've got to be practical. Sure we'd like a park along the river, we don't really like that honky-tonk development at the end of the lake, but that's valuable real estate and think of the tax revenue it brings in" or "the city already owns this park, we don't have to pay any extra money for buying up property if we want to put through a road." Or, they'll say, "You can't be too strict with industry or industry won't move in."

We must stand our ground and reply that we are truly the practical ones; that communities which have considered all of these factors — of which beauty is not the least — are the communities which are keeping their young people, and attracting new residents and enterprises because they are good places in which to live. And we must remember that wishing, contrary to the song, won't make it so. It will take planning, assessment of values, and eternal vigilance — qualities which women, I think, possess and should exploit to the fullest.

Sometimes one end which is greatly desired can stand in the way of another which is equally desirable. Such a dilemma is posed by two of our major public works programs: our system of multi-lane, highspeed highways, and our dams. The need for highways is apparent to anyone who travels by automobile. But it is also becoming apparent that something must be done about the way our country is being paved over. There is more to planning a highway than selecting the route which is the easiest and cheapest to construct. From time immemorial rivers have furnished the way into the interior. However, modern technology now makes it possible to move mountains and to rearrange the landscape at will.

This technology should make it possible to consider beauty as well as ease of construction. If the multi-lane highway will destroy a stream, provide a six lane barrier between the people and the lake, change beyond repair a drainage basin, perhaps it is the highway which should be re-routed, not the beauty destroyed. Forcing recognition of our values will not be easy, but I am thinking of an instance in which, as a result of citizen pressure, those in charge did study a relocation; did find that the highway could be placed a short distance away from the stream, over a small ridge, and a length of one of the loveliest streams in Central Pennsylvania was saved, at least for the time being. Pennsylvania women, I think, are ready to insist upon consideration of all values before irreparable changes are made.

Probably even more controversial than the location of a super highway is the location of a dam. As in the case of a highway, the needs may be incontrovertible, the location dictated by conditions which cannot be altered. But again there has to be more than just the engineering solution. The argument is advanced by builders of the dam that the result will be a beautiful lake where none existed before. But what about the beauty of the free-flowing stream, the recreation which it provided? And what of the bits of our historical heritage which should be preserved for our children but which, one by one, are being inundated. Will the terrain really lend itself as well to the large body of water as it does to the present stream? All of these are questions which must seriously be considered.

And if it turns out that the dam must, indeed, be constructed at the predetermined site, have adequate plans been made to preserve as much as possible of the original beauty? If the water level of the lake will change with seasonal needs, what is planned to prevent the formation of mudflats when the water is drawn down? These are just a few of the questions which we believe need to be asked and for which satisfactory answers must be found.

I would like to conclude with a quotation from John Graves' "A Potomac Essay," which is found in the interim report just issued on the Potomac Basin. This is what Mr. Graves has to say:

"In this day of brotherhood, we hear sometimes of 'the Family of Man'. To one of conservationist mind, it would seem that the Family crest must bear as a central device, a swine rampant. Set painted angels round its fringes if you will, to stand for indisputable virtues, but leave that proud pig to symbolize the greed and messiness, intensified by technology as a lever intensifies weight, with which the modern civilized man has almost invariably approached the natural world around himself."

Few of us would deny that in many cases this is the way it has been. But is this the way it must be? The answer is up to us.



## Chairman VOIGHT

The Vice President of the United States said in a speech last year, "that the common thread running through all conservation work is a concern with the American land. Using it for maximum public benefits today while maintaining its value for the tremendous needs of tomorrow."

Perhaps it takes one who daily works closely with the men and women of the land — the rural America — to appreciate fully the significance of those words, and to know how the pressures and intrusions upon rural America that we are making every day can destroy natural beauty. To the best of my knowledge our next speaker is the only one on the platform who attended a one room schoolhouse. He's with the 44th Pennsylvanian, but he went on progressively to the point where he earned two degrees in agricultural education at Penn State. He taught vocational agriculture for over thirty years, 22 of them at Mansfield in Tioga County, where his students planted more than a million seedling trees on surrounding farms. There is a strong religious bent in this man, and his family. He served frequently as a supply pastor in the Methodist Church, and his two sons are Ministers. Since August 1964, Charles F. Hess has been Director of the State Soil and Water Conservation Commission. Mr. Hess.

## CHARLES F. HESS

Thank you Bill. The topic which has been assigned to me is What Our Rural Leaders Can Do.

The water resource problems existing today in Pennsylvania affect every one of us. Perhaps not in such a way that it is immediately felt upon our pocketbooks or upon our lives. But none the less in a very tangible fashion. For these problems are limiting the growth potential of each community in which they occur, and they pose a threat to our health and well being and they are costly. They are costly to correct and costlier if not corrected. And each one of us shares the expense.

Unfortunately, perhaps, the business of providing an adequate supply of desirable quality water has assumed such proportions in the mind of the public that we have been prone to overlook an important asset associated with our water resources, namely, the aesthetic value of our ponds, streams, reservoirs and lakes.

Every body of water may be either a potential source of beauty or a scene of ugliness. Although the natural beauty of a body of water cannot be preserved without the cooperation of every one, it is the owner of the land adjacent to such water who has the primary responsibility for creating or destroying this beauty. Too frequently, through carelessness or indifference it is being destroyed. The visitor, who is accused of littering and



otherwise despoiling is sometimes merely adding to a problem already created by the owner of the land. The greatest incentive to maintaining the beauty which can be a part of our water resources is the power of setting a desirable example. We do recognize and appreciate that many landowners are doing a splendid job but there are too many exceptions.

That farmers are in a position to have the first opportunity to use the nation's water is rather obvious. This is because much of the rain falls upon the vast areas of farmer-owned agricultural land and woodland. It is here that the small tributaries are formed which ultimately produce our larger streams and rivers from which the towns and cities receive their water supplies. Our water resources originate primarily in the country.

It is apparent, too, that just as the rural people have the first opportunity to use the country's water so they have the first "opportunity" to misuse the water resources with which they have been blessed. And if one is honest, it must be admitted that this abuse has too often occurred and is still taking place. Farms may be significant contributors to the water pollution which we are so often prone to associate with mines and cities and industry. Not only may the waters be polluted with various farm and home wastes but the stream banks, and even the streams themselves, may be cluttered with abandoned machinery, tires, flood trash, tin cans and other assorted debris which destroy the aesthetic value of our streams. Manure piles adjacent to streams and barnyards, septic tanks and sewers draining directly into streams not only create an unsightly condition but are a direct and serious source of water contamination. Such conditions do exist in rural areas. A rural slum may be nothing more than a single farm that is ill kept.

Rural people have a great stake in the water resources of this country. They are well aware of this. They also have a great responsibility, of which they may not so well be aware. A responsibility to discern their own, as well as others, contributions to the water resource problems, including the beauty which is related to these resources. They have a responsibility to recognize and analyze the conditions which have led to these problems occurring; a responsibility to take corrective action which will reduce or eliminate today's problems; a responsibility to consider the water needs of future generations and to act to provide for these needs; and last, but certainly not least, the responsibility to supply the necessary leadership for this task from within their own ranks. Without such leadership to effectively organize the efforts of the rural people, their actions might well resemble the violent, but rather aimless and futile, gyrations of a decapitated rooster.

This rural leadership is available. It is evidenced in the activities of the Pennsylvania State Grange, the Pennsylvania Farmers Association, the Pennsylvania Association of Soil and Water Conservation District Directors and their affiliated local soil and water conservation districts, Sportsmen's

organizations, Agricultural Extension Association, Vocational Agricultural, Rural Churches, and in numerous other rural organizations and associations. In cooperation with local, State and Federal agencies, these rural groups have a great challenge and a great opportunity to serve.

The question is, will the leaders and members shoulder the responsibilities previously mentioned? Or will they be satisfied to merely maintain a status quo in regard to the natural beauty of our natural resources. The specific problem areas needing the attention of rural people may well be grouped under three general headings which, incidentally, might be considered the three C's of conservation:

First — COMPREHENSION — An educational program designed to make all persons aware of conservation problems must be developed and effectively presented. Such problems would include those pertaining to water resources and related beauty.

Secondly — CONCERN — Having created an awareness of this problem, the people must be motivated to action, and

Third — COOPERATION OR COOPERATIVE ACTION is essential in order that the most efficient use be made of the available funds and manpower.

It doesn't take a general, or an executive director, or a president, or a Great Society Program, to provide the impetus needed to start effective rural programs dealing with water resources. It could be just an ordinary layman with an intense desire to preserve for future generations the resources with which this country has been blessed. It could be the leadership provided by one of the rural groups mentioned just previously. The important question is WILL IT BE? I leave with the rural leaders the challenge to answer this question in the affirmative.

#### Chairman VOIGHT

John F. Kennedy wrote the introduction to Stuart Udall's book "The Quiet Crisis". In it he said this, "A once beautiful nation is in danger of turning into an ugly America and the long run effect will be not only to degrade the quality of the national life but to weaken the foundations of national power."

Henry Thoreau wrote, that "a frontier is neither east or west, but wherever man faces up to a fact."

Now when he stands up at the microphone, you may ask yourself if this suave very big and public servant looks like a pioneer, a frontiersman, but I assure you that in a very real sense he is just that. For he is a full time alternate Federal member of the Delaware River Basin Commission,

the first Federal Inter-State organization ever set up in this country to carry out a multi-purpose water resources program for an entire river basin. In that capacity he has actively taken part in a large number of pioneering activities of great significance to the water resources of the United States.

Vernon D. Northrop is a native of Pennsylvania from Scranton. He is a graduate from George Washington University in Washington, D. C. and also went on to earn a Master's Degree in Public Administration. He has served more than thirty years in Public Administration in responsible jobs that have included Director of Finance, and Managing Director of the City of Philadelphia, and in the U. S. Department of Interior as Budget Officer and Director of Finance, as executive officer, as Administrative Assistant Secretary and as Under Secretary. He comes to us with a wealth of information on his subject, Federal Helps and Attitudes. Mr. Northrop.

#### MR. VERNON D. NORTHROP

This morning, Governor Scranton mentioned the Federal Interstate Compact on the Susquehanna as being one of the most significant developments that could occur in effects on Pennsylvania in the field of natural beauty and of course, in the field of water resources. Later, on the Panel on State and Local Government, Ralph Widner mentioned the Federal helps to carrying out natural beauty in this decade and among those were many in the field of water resources. So in effect, Governor Scranton and Ralph Widner have already covered the basic theme that I have to cover, but I will try to elaborate on it a little bit, if I can.

Air and water are two of our environmental assets which we have long assumed to be both free and inexhaustible. Natural beauty can take many forms, but to most, it entails a natural setting unspoiled by the works of man. Probably the best measure of how far we have gone in destroying natural beauty can be found in the degree to which we have despoiled and defiled our air and water.

I'm going to do a little quoting in my talk too, and a little name dropping, but as a good Democrat I'll first quote from a recent report of the Republican Coordinating Committee on water resources. They describe this problem in this graphic fashion.

"Of all the animals on this planet, the human animal creates the most abundant trash, the most complicated wastes, and the most sophisticated garbage. What is not burned, or left to rot, usually finds its way into our water courses, thus polluting them."

During the decades of the twentieth century, the growth and urbanization of the United States has moved at a rapidly accelerating pace which has created many problems, including a water crisis. We know now that we



must find ways and means of providing better utilization of our available water resources. We also know that practical means must be found to control water pollution. Together with effective pollution control, we must provide the means of meeting a tripling of our water demands during the last third of the twentieth century. These are monumental and costly tasks at which we as a nation cannot afford to fail.

Out of his awareness and concern for our natural heritage, President Johnson has developed a natural beauty conservation creed — one that takes into account both the rights and the duties involved. I quote:

“The right to clean water — and the duty not to pollute it.

“The right to clean air — and the duty not to befoul it.

“The right to surroundings reasonably free from man made ugliness — and the duty not to blight.

“The right of easy access to places of beauty and tranquility where every family can find recreation and refreshment — and the duty to preserve such places clean and unspoiled.

“The right to enjoy plants and animals in their natural habitats — and the duty not to eliminate them from the face of this earth.”

The Federal role in water management has evolved as national needs became apparent. First we had Federal assistance in the field of navigation. Next came flood control on interstate waterways. Later, the Federal Government became involved with irrigation works in Western States, and even later with soil and moisture conservation related to agriculture. Incident to these works on these major purposes, it became apparent that water retention works should not be developed for single purposes. Thus we recognized that dams and reservoirs within a watershed should serve all purposes, including navigation, flood control, irrigation, water supply, hydroelectric power, fish and wildlife enhancement, recreation and low flow augmentation to improve water quality. Even more belatedly, we have become aware that all aspects of water pollution must be studied upon a watershed basis, in order to develop comprehensive plans for improvement of water quality.

Regarding this last feature of multiple purpose management, Secretary Udall recently said:

“The growing pollution of our natural waterways threatens to destroy all our best efforts to maintain the integrity of our national environment. To my mind, water pollution is Public Enemy Number One on the domestic scene, and we have declared a full scale war against it.”

If we are to be successful in the gigantic task of cleaning up our streams and making them available for the most efficient multiple purpose uses,



we must devise organizational means of tapping the resources of the Federal Government, the States, the local political subdivisions, and of private industry. To date, the only organization created in the United States which recognizes this partnership arrangement in all water resource management matters is the Delaware River Basin Commission. This Commission, being a Federal-Interstate body, has one member representing each of the five participating political entities, namely the United States and the States of Delaware, New Jersey, New York and Pennsylvania.

This Federal-Interstate form of organization provides a ready device for integrating all aspects of planning and programming, of water resource development with adequate inclusion of all features, such as those related to Federal, State, local or private operation. Experience over four years of operation have demonstrated that this type of Federal-Interstate agency is a practical means of marshalling and unifying the forces of the Federal Government, the States and the local political subdivisions in planning and executing unified water resource programs. This capability includes the machinery for mobilizing all public and private resources to plan, to program and to execute measures for water pollution abatement. Based upon the experience with the Delaware River Basin Commission, this pattern of organization was used as a prototype of the form of river basin organization recommended for administration of the pollution abatement program proposed under the terms of the Clean Rivers Restoration Bill submitted by this Administration to the Second Session of the 87th Congress.

That bill included the first proposal ever made by the Federal Government that recognizes that Federal-Interstate compact organizations are feasible and are the preferred mechanism for assuring that if a Federal-Interstate water quality improvement program is to be carried out, the administrative machinery will exist to assure that State and local jurisdictions assume their full responsibility, both for participation in the clean-up program and for the proper maintenance and replacement of capital facilities needed to care for future water supply needs and water quality control.

If we meet the challenge of tripling our water uses during the last third of the twentieth century, and if we provide for the pollution abatement necessary to restore natural beauty to our lakes and waterways, it is my judgment that this monumental task will be performed through the development and use of Federal-Interstate compact commissions in the various regions of this country.

We have a mammoth task facing us in the field of water resource management. The Federal Government is aware of this challenge and is prepared to cooperate with the States, the local political subdivisions, and with industry in finding solutions which meet the problems facing us now

and in the future. With the leadership of President Johnson, the 89th Congress has written and is continuing to write legislation in the field of water resource management to meet this challenge.

Here is the legislative record from the First Session of the 89th Congress. I'll just name the bills because it would take too long to identify their purposes.

The Water Quality Act of 1965

The Water Resources Planning Act

The Expansion of the Saline Water Conversion Program

The Federal Water Project Recreation Act

The Establishment of Water and Sanitation Systems in Rural Areas

The provisions in Section 701 and 702 of the Housing and Urban Development Act which provided for water and sewer facilities in urban areas.

And for this area, the Delaware Water Gap National Recreation Area.

Major legislative proposals under consideration by the Second Session of the 89th Congress include the modified Muskie Bill which will provide six million dollars over a six year period for Federal grants to river basins and localities for a twenty billion dollar program to wipe out the backlog of the need for pollution abatement facilities.

The Federal Government is alerted to the challenge of water resource management during the last third of the twentieth century. Conferences such as this Governor's Conference on Natural Beauty should develop the public support necessary to clean up and preserve our babbling brooks, our mighty lakes and our interstate waterways.

Chairman VOIGHT

I think, ladies and gentlemen, what you have heard up to now sort of gives us an idea why we need to seek Federal help and why we have the Federal attitudes. The primary intention I think is to keep humanity from running wild. A few years ago someone writing for a publication of the Institute of Chemical Engineers said the solution to pollution really was quite simple. "All you have to do," he said, "is to require every city and industry that is now dumping waste into streams and rivers to get their water from in-take down stream from their sewer outfalls."

I have an idea that Charles L. Wilbar, Jr., Secretary of Health and Chairman of the Sanitary Water Board of the Commonwealth, at times would like to see that sort of requirement put into effect. But I doubt whether he would consider it politically feasible. Instead, he'll have to struggle along on one of the strongest State Pollution Control Laws in the United States. One that has dealt successfully with some of the most complex pollution problems to be found anywhere, but under which we still

have a long way to go and much to do. I could use up Dr. Wilbar's five minutes just listing details of his distinguished career, mostly in the fields of public health. The mark of quality is the fact that three successive Governors of Pennsylvania have asked him to serve in their Cabinet. Speaking on a subject that he knows well, Water Pollution Basics and Natural Beauty is Dr. Wilbar.

#### DR. C. L. WILBAR

I have about 15 thousand words to present on this subject this afternoon. But, if, as somebody said, one picture is worth a thousand words, I have about 15 slides to show you. I don't believe I need to spend much of the few minutes assigned me to convince you that stream pollution has despoiled many streams of natural beauty in Pennsylvania. And could we have the lights out.

You have seen streams which have been rendered sterile and colored reddish brown by acid and mineral bearing mine drainage, such as this one; streams which have been befouled by raw sewage, and industrial waste, and clogged with silt carried by storm runoff from areas disturbed by man. Pollution not only robs man of an economically valuable resource, but it is hazardous to his health, offends his aesthetic sensibilities and limits his recreational opportunities.

The Pennsylvania Sanitary Water Board and the staff which serves it has been laboring now for more than 40 years to abate and prevent stream pollution. At first the legal authority was pitifully weak and the staff was small. As the years passed, stronger laws were passed and the staff grew until we now have a strong Clean Streams Law and a larger staff of engineers and scientists to assist the Board. You see the first law was passed in 1923 when the Board was established and in 1937 the original Clean Streams Act was enacted. In 1945 major amendments were added as the control of silt and mine drainage to clean up the streams. In 1963, the bituminous strip mine law was strengthened in a major way and in 1965 the Clean Streams Act was amended and strengthened to control mine drainage to all the streams. Our success in abating and preventing pollution has increased apace with our authority in the size of our staff. In 1937, when the original Clean Streams Law was passed, the wastes of only 24.2 percent of our sewered population and 8 percent of our industrial establishments were provided with treatment to prevent stream pollution, which you can see here. Now the wastes of 75 percent of our sewered population and 77 percent of our industries are provided with treatment.

Mine drainage from active coal mines can now be controlled by the Board under the provisions of a tough new amendment to the law. Drainage from abandoned mines, the source of pollution of most of Pennsylvania's



2300 miles of acid streams needs to be attacked under a ten year, 250 million dollar plan developed by the Department of Health. This is a picture from an abandoned mine.

Although we who have been associated with the Board are proud of its accomplishments, we are also painfully aware that much more needs to be done. Our staff of 100 engineers and scientists is still too small to protect Pennsylvania's 50,000 miles of streams, inspect its more than 3,000 sewage and industrial waste and its 1,139 active bituminous deep coal mines and 488 anthracite deep and strip mines. Money is, therefore, needed to implement the 10-year plan for mine drainage pollution abatement from abandoned mines and to help needy municipalities construct waste treatment works.

This, as the Governor emphasized very strongly this morning, will be done through the Bond issue that has now been passed by one Session of the Legislature, and needs to be passed by another, and by the people as a whole, to make this money available for this most needy purpose. Additional legislation is needed to give the Board increased authority to control the disposal of solid or liquid industrial waste above ground and underground; to require state certification of sewage treatment plant operators and to speed enforcement action against municipalities not complying with Board orders to construct sewage treatment plants.

Obviously, in so short a time I cannot explore all phases of our program and plans with you. I can assure you, however, that the Sanitary Water Board and its staff are well aware of the importance of their responsibilities to protect and enhance the quality of Pennsylvania's water resources. We trust that we can count on you and every Pennsylvanian to help us carry out this responsibility.

This effort will help make Pennsylvania more beautiful, economically richer, a better place for Pennsylvanians and a place where other Americans will want to come, to live, to play and to work.

Chairman VOIGHT

May we have the lights again please? Thank you Dr. Wilbar. Admiral Rickover said that government has as much duty to protect the land, the air, the water, the natural environment of man against technological damage as to protect the individual against criminals, or the country against foreign enemy. Water pollution is technological damage in most respects. Earlier I quoted Dr. Gabrielson. In the same speech, he also said, "Pollution abatement is a costly complex continuing and unspectacular necessity." I believe everybody here will agree. In 1964, the Secretary of Interior talked to the Garden Club of America in New York, and he said, "That nowhere



is outdoor quality in more demand or greater danger, than on our eastern seaboard. Our most challenging frontier," he said, "is not in the west but right here in our eastern backyard."

I think our next speaker can pinpoint the truth of the statement from his personal observation and experiences in his many years of traveling on and along the waterways of the northeast. He is the officer in charge of the Mount Pleasant Gallatin National Bank, and is first vice president of the Pennsylvania Division of the Isaac Walton League of America and he is the holder of that organization's award for 1966 as Outstanding Conservationist. Mr. Magie's subject is Cleaning Our Fouled Environment and Keeping It Clean. Mr. Samuel Magie.

#### MR. SAMUEL MAGIE

When I was asked to speak on the subject of "Environmental Pollution," it sort of threw me. I'd never heard of it. I've heard of industrial pollution, pollution from sewage, mine acid drainage, but in environmental pollution I had no experience. I had not heard of it. Therefore, for me to speak on the subject, it was necessary that I do some research.

Environmental pollution as related to water resources, differs from water pollution in that it pertains to the pollution of areas in the vicinity of rivers, lakes and streams. Heretofore, my main interests and concern had to do with the pollution of waters. I had noticed the unsightly shacks and abandoned boats, litter, regulated and unregulated garbage dumps, along our streams and river banks, and around the lakes, but gave little thought to the extent and seriousness of this type of pollution. It is now apparent that I was laboring under a false idea that as we cleaned up the water and developed the areas, these unsafe, unsightly and unsanitary hazards and blemishes would just disappear.

This past spring and summer, I traveled several thousand miles throughout the State of Pennsylvania, West Virginia, Maryland, and Ohio. I made a number of float trips on the Youghiogheny, the Allegheny River, the Potomac River, and I camped and lived for a week on the Ohio and Middle Island Creek in lower West Virginia. I was awakened not only to the extent of this type of pollution, but its seriousness.

I find that it exists on all rivers and streams, and the only difference is that it exists more on some than on others. The Upper Allegheny River Valley between Tionesta and Kinzua Dam is polluted with unsightly shacks and summer cottages. These shacks and hovels are also found along the Susquehanna and the Delaware, and on most Pennsylvania rivers and streams of any consequence; they are less prevalent, however, on the upper reaches of the Youghiogheny and the Potomac, mainly because, I think, these areas are more inaccessible to large population centers.

More distressing are the numerous regulated and unregulated garbage and rubbish dumps found along the banks of our rivers and streams. I will never understand why man must always look to the waterways of our nation to dispose of his wastes. Perhaps it is because he can be sure that eventually high water will carry them downstream and away from his environment. In the meantime these garbage and trash dumps attract rodents, and snakes, and small boys with 22 rifles who delight in shooting them; without regard, I hasten to add, to the fisherman on the stream below.

While floating a wild strip of the Potomac or the Youghiogheny, you are made aware of the litterbug, as you watch the beer cans and trash float down stream past your campsite. Or when you pull into the bank at night, and find the trash left by the camper before you. There is the reported account of the Forest Service personnel hurrying to clean up portages in advance of Lynda Johnson's canoe party in the Superior National Forest, which have facetious aspects, but is not a funny situation. Campers who love the wilderness enough to penetrate its rugged areas should not require work parties to clean up their refuse and trash.

Another form of environmental pollution which is seen in many places is the overflowing litter barrel. One of the most revolting sights that I have ever witnessed, was a beautiful picnic table along the highway, and near a water recreation facility, which could not be approached because of the rodents and flies that were drawn to the litter barrel setting next to it. I have found, also, that some of these barrels are not emptied for two and three weeks at a time. And I'm sorry to say, this prevails mostly in the Commonwealth. The question now is what can we do or what recommendations can we make to correct environmental pollution?

There are many conservation, camping, sportsman, and private non-commercial organizations which have embarked on educational programs with regard to littering. I think this educational program should be stressed more in the schools and carried to more organizations, industry, labor unions, and especially service clubs and veterans organizations. Education is the only way of informing people, shaping public opinion and upgrading outdoor literacy. We must change the public attitude and behavior of our citizens, if any of these programs are to be successful.

Local government must play a key role. I think the county commissioners, township supervisors, municipal officials, and all local authority should be made aware of their responsibility with regard to regulated and unregulated garbage dumps, and dilapidated, and unsightly cottages and shacks, junk yards along and around the streams, rivers, and lakes in their area of the Commonwealth.

Where they have ordinances covering these situations they should enforce them. If there is no ordinance, then they should adopt one. If they have

an ordinance which might be obscure, then they should update it. The local political subdivisions that have not already done so should, without delay, prepare a master plan for refuse disposal and establish a sanitary landfill. These landfills should be used on land reclamation projects using land that has been classified as useless or exhausted. Local planning groups and Chambers of Commerce stand as effective organizations which should strive for and support programs to correct and eliminate such blemishes from their areas.

State Government also must play a key role. It seems that there are only two laws on the books of the Commonwealth which deal with stream-side littering. One is the anti-litter part of the Fish Code, which makes it a violation of the law to leave any type of debris or trash along the waters or on land contiguous thereto. This law is supposedly enforced by the Fish Warden but by its nature is next to impossible to enforce. The other is a State Law which forbids garbage and rubbish dumps being placed in the flood plains of our streams. This law is somewhat ambiguous and it is recommended that it be up-dated, because any law which is ambiguous or obscure is almost completely impossible to enforce.

It would seem that it is just as important to clean up these dumps as it is to punish the fisherman or camper who may leave any empty cigarette pack or a beer can lying along the stream. We have just recently passed a bill regulating junk yards along our interstate highways. Just as important is the need for laws regulating junk yards along any highway and especially along the streams, the rivers and the lakes of our Commonwealth.

A program should be initiated by the Highway Department, the Department of Forests and Waters, the Fish Commission, to place additional litter barrels in conspicuous places, along our waterways. And, more important, a program making certain that these barrels are emptied at certain intervals.

These recommendations will require effective organization by State and local government and private non-commercial groups. Statewide plans will have to be formulated and use of regulatory powers employed. There will have to be cooperation and assistance between local and State governments, private non-commercial groups, organizations, and citizens. Acquisition, development, and financing will play an important role in some areas.

It has been said, "that natural beauty does not show up in the gross national product, in a weekly paycheck, or in profit and loss statements. It is one of the most important components of our true national income, not to be left out simply because a statistician cannot calculate its worth. Our conservation must not be just the classic conservation of protection and development, but a creative conservation of restoration and innovation. Its concern is not with nature alone, but with the total relation between



man and the world around him. Its object is not just man's welfare, but the dignity of man's spirit. In this conservation, the protection and enhancement of man's opportunity to be in contact with beauty must play a major role."

Chairman VOIGHT

Sam, what you said about the people leaving their rubbish at the camp grounds and things of that sort, reminded me of something that I heard not long ago to the effect that if you're strong enough to carry it in, you're strong enough to carry it out. And I'm also reminded of a line in the script of a film made recently for the Water Resources Commission in New York State. It goes like this, "Here we are shooting for the moon, and standing knee deep in garbage."

Recently, driving past a railroad yard, I saw a sign on a freight train that made me do a double take, it read, "Don't stand me still." As I was thumbing through my deck of cards for bright or witty sayings to pick the ones I thought apt for these introductions, I quit at "Don't stand me still", convinced that I would not find a better one to describe Frank Dressler and his attitude toward life on the job ahead. He's burning with energy and talent. He's a graduate of Columbia University and he went on to earn his master's degree in International Affairs from the University of Pennsylvania. From 1954 through 1959, he was Director of Education for Philadelphia's famous Committee of 70.

Then he went to the newly formed Water Resources Association of the Delaware River Basin as Executive Director and that citizens group, as you all here in this audience well know, was largely responsible for the enactment of the Delaware River Basin compact and for Congressional authorization of the Delaware Water Gap National Recreation Area. Less than a year ago the people of the Tock's Island country formed a Regional Advisory Council involving six counties in three states where the national recreation area will lie, and they lured Frank away from the Water Resources Association to direct the work of this new and unusual experiment in intergovernmental cooperation. I'm glad he's here today. Frank.

MR. FRANK W. DRESSLER

When I received the note with the request that I speak on the Engineering Compatibility of Water Resources Projects with Natural Beauty from Bill Voight, I was not only perplexed, but challenged, because certainly I'm no engineer and by no stretch of the imagination am I a natural beauty. But I certainly shall not hesitate to unburden myself with a few thoughts. I'll try Bill, since time is getting short to get through my paper within the allotted time.



Water resources structures, of course, can be very useful and powerful tools for enhancing the natural beauty of many areas. Manmade lakes, for example, can be and should always be things of great natural beauty. So, too, can be the banks, for example, of a flood-prone river that have been stabilized with grassy levees or masonry walls. The engineering compatibility of water resources works with natural beauty, however, should not and cannot be taken for granted.

The construction of major water resources structures, particularly dams, frequently results in a "scour the earth policy." The sides of mountains may be blasted to properly secure the dams; numerous sites, frequently rather close to the project, are opened and pitted to secure borrow materials; and the construction areas themselves frequently resemble a sterile desert. This apparent desecration of numerous natural areas should and can be only a temporary phenomenon. If a conscious effort is made to replant and regrade these areas rather than just let "nature take its course," the final works can emerge in a jewel of a natural setting. This was the case at the Yarks Creek pumped storage project near Blairstown, New Jersey. This is what can happen every time if public policy requires it.

As one who is deeply involved in a rather large water resources project at the moment, I am acutely conscious of the fact that the term natural beauty encompasses a great cluster of values, too many of which, in my opinion, seem to be ignored by the engineers when they design a project or when they develop a schedule of operations for the project. Let me cite just two examples of what I mean based on my experience at the Tocks Island project.

By the time these comments are made, and this has not proven to be the case, approval may be given for the construction of a rather large pumped storage hydro-electric power project in conjunction with the Tocks Island reservoir project. This approval has not been forthcoming. If this is approved, two large reservoirs will be constructed atop the beautiful Kittatinny Mountain within the boundaries of the Delaware Water Gap National Recreation Area. If this is to happen, if this is approved, we, that is, the Tock's Island Regional Advisory Council, would like to see a study made before construction starts on the project that will develop guidelines that can be followed during construction and operation to minimize the ecological impact of the project on the recreation area.

For example, several streams will originate in water which apparently is to be the reservoir site. In cases like this, we would like to see a definite policy developed requiring the power companies to so construct and landscape the project that it blends into the natural setting. In cases like this, the scenic and ecological values are too important not to be considered by the engineers, and we feel that these values can be fully compatible — in

fact I'm sure they can be — with what the engineers are trying to accomplish. Manmade structures can, of course, greatly enhance the beauty of a natural setting. And this is particularly true when the structure is not only beautifully designed and located but also historic.

During the course of the last eight months or so, the Corps of Engineers has been hard at work examining the question of the ultimate storage capacity of the Tocks Island Reservoir Project. This intensive examination had to be made to determine how valuable it would be to provide additional storage in the reservoir to augment downstream flows and provided additional flood storage capacity. Granted, low flow augmentation, particularly for quality purposes and flood storage protection, are important values that a project of this kind can provide. However, we in the area were concerned that should the level of the pool reach a certain height we could also lose some interesting and very lovely and historic homes and inns.

Water resources projects, of course, take numerous forms. They range from dams and reservoirs through power projects and pipelines to the most mundane sewage treatment plant. They can be and frequently are compromised by the proximity of other public works that are far from beautiful; and their beauty and usefulness can be badly compromised by the uncoordinated construction of other public works through the water resources project. Again let me cite two examples of what I mean.

As you closely approach what will be the Delaware Water Gap National Recreation Area from several points on the compass, the beautiful setting is suddenly jarred by the thoroughly un-beautiful presence of a State or county highway maintenance yard. Example number two is probably even more meaningful for the purposes of this discussion.

One of the many projects in the Delaware River Basin Commission's plan for developing the water resources of the Delaware River Basin is the Hackettstown reservoir project on the Musconetcong River in New Jersey. Nearly three years ago, highway engineers unveiled plans to construct a portion of Interstate Route 80 so that it would have bisected the reservoir project. The Commission stopped these plans and, incidentally after action by President Johnson himself, the highway will not be built at an elevation that will be fully compatible with the reservoir project.

To assure engineering compatibility with natural beauty, it seems to me that two major things are needed. First, I believe that we must so organize our government that we are assured that the planning efforts of all agencies are coordinated; and so that we are additionally assured that the many values which are inherent in any project are carefully evaluated before the project proceeds. Since I'm touching on a very specialized subject which is outside the scope of this talk, I would only suggest that ade-

quately empowered river basin agencies can do much to achieve both of these objectives. I believe Ralph Widner, this morning, suggested — and it may be a good one — that the State Planning Board made an excellent place in which to centralize, consolidate all the planning activities of most of our State agencies of government to achieve this objective.

Second, I feel we need a massively conscious effort on the part of the State, through its numerous public works programs, to promote excellence in design and construction. Whether it be a highway, a highway maintenance shed, a sewage treatment plan — whatever it is — there is no reason why if it has to be materially functional, it cannot also be somewhat lovely. Perhaps no other single effort on the part of the State could do more to enhance the great natural beauty of the Commonwealth of Pennsylvania.

#### Chairman VOIGHT

Thank you Frank. We are approaching that time when it's your turn but time is rapidly getting away from us, but I've got to take up another minute at least myself. Some of you have seen a cartoon that I'm thinking about I'm sure. A husband looking over the month's crop of bills, says to his wife, "Well dear, we're at the bridge we were going to cross when we get to it." I believe that's where we are on water resources and natural beauty. We tried to cover a pretty good span of the subjects of water resources in connection with natural beauty. We tried deliberately not to overload on any one aspect of the subject. We could have gone all out and devoted the entire hour and a half, I'm sure, just on the subject of water pollution without half way covering the subject. In my report tomorrow I expect to tell the General Conference on that subject of water pollution that it has been written that no clean river can be other than beautiful and that it has a changing beauty. Conversely, no dirty river can be other than ugly and it has a changing ugliness bound inevitably to the nature and the degree of dirtiness.

Ladies and gentlemen, our time is up. I wish we had the rest of the afternoon, but we don't. Thank you very much for being with us here in this panel discussion.

#### PANEL REPORT

Governor Scranton, Chairman Masland, Ladies and Gentlemen:

GOVERNOR, IN OUR FIRST LETTER to panel participants you said you wanted this Conference to produce specific and concrete recommendations for action programs that can be implemented by citizen action or by government.

The recommendations of the Pennsylvania's Water Resources Panel are capable of implementation. While more legislation is needed in some cases,



new laws are less important than simple old fashioned determination to get a job done.

Our subject is broad. We made a conscious effort to avoid a provincial attitude. One of our hardest tasks was to provide meaningful guide lines that would apply to such specialized areas as the waterfronts in our major ports, Philadelphia, Pittsburgh, Erie. We decided our best course was to borrow from others who have traveled this path before us. We adopted for our own and we append for the record of this Conference a modified version of the report of the panel on water and waterfronts of the 1965 White House Conference. Further, we commend to all who are interested the fine report on waterfront renewal by the Wisconsin Department of Resource Development in Madison. It's worth getting.

It has been written by a British Columbia author, Roderick Haig-Brown, in his book *MEASURE OF THE YEAR* that "no clean river can be other than beautiful and it has a changing beauty." Conversely we say that no dirty river can be other than ugly and it has a changing ugliness bound to the nature and degree of its dirtiness. People elsewhere use Pennsylvania as an example as they seek stronger law or law enforcement to control water pollution. We who live here and recognize conditions for what they are in many parts of the Commonwealth, knew that much of our discussion had to center upon pollution. Under present laws properly administered active coal and other mines should pose no insurmountable problems but lower and different actions seem required to correct continuing flows from worked out or abandoned mines. Pollution from municipal and industrial sources are still with us, along with that of homes and farms that have no sewers. You can't push on something that is going faster than you are. To catch up with pollution so we can push for its control we must move much faster than now. We must step up both standards and action.

*Today, we recommend:*

First, for sewered communities, that the minimum acceptable standard of treated waste waters be secondary treatment providing at all times at least 85 percent removal of organics; and that plant operators be examined and licensed by the State. Further that weasel words and escape clauses that encourage municipal foot-dragging be banished from the law. My bet is that in 1967 the Federal Water Pollution Control Administration will not settle for less than secondary treatment or its equivalent anywhere it has jurisdiction and that soon its jurisdiction will not be limited to the main stems of interstate streams. Today, 29 years more than a human generation after the passage of the Clean Streams Act of 1937, we are stuck with primary treatment or its equivalent in far too many places.

Dr. Wilbar told us in answer to a question at our meeting yesterday afternoon that today, 40 years after enactment of the first clean streams law



and the establishment of the Sanitary Water Board in Pennsylvania, to paraphrase his words, not to use his precise language, today we are running like crazy just to stay where we are.

Our next recommendation with respect to water pollution control and abatement is that the Sanitary Water Board be empowered to compel communities to install sewers as well as treatment works.

Third, that secondary treatment, or its equivalent in the removal of pollutants as defined by law, be established as the minimum standard for waste waters from all industries, including mining, with higher standards where special conditions or kinds of waste are encountered. What we said about weasel words and escape clauses applies here also.

Fourth, that we eradicate, manage or control pollution from inactive or abandoned mines, using known techniques and developing techniques for correction, with the financing to come from local, state, federal, industrial and institutional sources. Our comment about determination to get a job done is especially applicable here. Where waste waters from active and abandoned mines mingle, legal determination may be needed so as to assign equitable responsibilities, and it is recommended that in such cases this be obtained. Where private lands must be entered by public agencies to correct wrongs of long ago the right to do so must be the law of the land. And the landowner, who with his heirs and assigns will benefit by the corrective action, should contribute in one way or another in return for value added to his property.

We turn to what we term the pollution of our water-related environment and in that regard we recommend that the principle of buffer area zoning or control be applied around the perimeters of, and along access roads to, public water impoundments and publicly regulated private impoundments to reduce existing and prevent future development of slumlike conditions; that the same principle be adopted by units of government having jurisdiction for the purpose of protecting natural lakeside and streamside beauty; that all law enforcement agencies and their personnel be enlisted in a persistent effort to eradicate large and small garbage and rubbish dumps in the flood plains of streams, and along the shores of lakes, reservoirs and ponds; that a massive continuing effort be stimulated on the parts of all willing organizations and all resource oriented agencies at all levels of government to wipe out littering of all kinds in, on or beside the streams and still waters of Pennsylvania.

Now to the engineering aspects of our subject and their effect on natural beauty. In water projects developed by government or by private enterprise under government supervision or permit, we recommend that the following standards or guidelines shall prevail:

First, structural facilities shall blend into or be consistent with the natural setting, so far as feasible.

Second, borrow pits and other surfaces disturbed in construction shall be graded or backfilled as nearly to contour as practical, and planted with vegetation, grasses, legumes, shrubs and trees one or all — as quickly as the condition or the conditioning of the soil permits. Where feasible, top soil from disturbed areas should be segregated for use at planting time.

Third, the skills of technologists in biological fields shall be used in project planning and construction to minimize adverse ecological impacts.

Fourth, special skills shall be employed as needed to promote artistic as well as structural excellence. Structures can bring aesthetic response and also be engineeringly sound. (Parenthetically we suggest that if sufficient imaginative approach is used even a sewage treatment plant can be pleasing to the eye and the nose.) We believe in a river basin approach to the planning of water development and to the execution of the plans. We recommend that the preservation and enhancement of natural beauty be an integral part of the planning. We recommend inter-agency coordination as a positive requirement to this end in both the planning and the implementation of water resources programs.

Official attention must be paid to the effect of man's activities where water resources become the unfortunate innocent bystander, and we also bow to Mr. Bacon. He mentioned what happened when the earth moving and concrete pouring machines do not pay enough attention to what is destroyed even while they are constructing something that is supposed to be beneficial to mankind.

Now, again, must a landowner, farm or non-farm, allow junk to accumulate, or to be piled upon the banks of an otherwise beautiful stream? Under certain circumstances just one such area can constitute a rural slum.

Finally, we recommend that some Pennsylvania rivers, or segments of rivers, be left in natural scenic condition, to flow unimpeded by dams or other manmade barriers.

In all that we recommend we reflect the panel's convictions that retaining, preserving, protecting and enhancing the beauty of water-related areas is practical and connotes progress in the best definition of the term. Natural beauty attracts people. It sustains and elevates the economy. And in a very real sense, it sustains and elevates the human spirit.

## APPENDIX TO WATER RESOURCES REPORT

### WATER AND WATERFRONTS PANEL REPORT

*White House Conference on National Beauty, 1965*

*Grady Clay, Chairman*

*As condensed and modified by the Panel on Water Resources*

*Governor's Conference on Natural Beauty*

*Hershey, Pennsylvania*

*September 13, 1966*

IT WAS THE CONVICTION of the Panel on Water and Waterfronts that:

1. We must reverse the historic tendency to use watercourses primarily for transportation and the carrying of wastes, and plan for their protection and development to enhance human life and the quality of man's environment.

2. We must protect and improve entire river basins and not merely a few isolated sites.

3. "Stream renewal" from end to end, treating water and contributory lands in all their interdependent aspects, should be adopted as a policy comparable in breadth of concept to urban renewal.

4. The price of water-related lands is rising; now is the time to buy, lease, and protect them on a crash basis.

5. The historic American overemphasis on economic costs and benefits in building water control structures should be revised as needed to be compatible with our insistence on beauty as one of the essential elements in water-related planning.

The panel believes that these objectives can be accomplished.

We recommend that outstanding water areas and watercourses in Pennsylvania be designated scenic and recreational landmarks, and that all decisions affecting their development be reviewed by a gubernatorially appointed board of citizens concerned with the quality of the total environment involved. All plans for water resources development subject to state review or approval should be reviewed by this board.

Public and private protection should be extended to natural shorelines by acquisition, zoning, easements, options, and other measures, now. Private owners of property should be encouraged in every way to collaborate with public agencies, to encourage and stimulate individual cooperation and leadership.

Waterfronts need special treatment. They should be preserved, restored, and protected, especially but not exclusively historic waterfronts such as

those in Philadelphia, Pittsburgh, and Erie. We commend progress made, and urge a coordinated approach that combines blight eradication with a general upgrading that takes into consideration the stimulation of human interest values as well as the restoration and protection of natural beauty. Collaboration by Philadelphia with New Jersey authorities is recommended wherever feasible. Rivers have two sides; it avails little to attend one and let the other deteriorate. Waterfronts of large and small communities need attention and should get it.

New techniques for extending the use of waterfront lands to metropolitan residents and visitors should be developed. The arts of the architect and landscape architect should be blended with the engineer's skills to open more waterfront to the populace.

Urban renewal powers should be used in a comprehensive way to improve waterfronts and set them free from transportation barriers, blight, and dumps in order to realize their environmental values.

Funds appropriated to or administered by state agencies should not be expended for water control projects, including impoundments for water-based recreation, unless the governmental units involved provide adequate flood plain or buffer and access area zoning.



# THE PENNSYLVANIA SUBURBS

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## *The Pennsylvania Suburbs*

I'm Morton Lustig, the panel chairman for this session on the Pennsylvania suburbs. I think that in leading this panel I'll try to dispense as much as I can with the formalities, introductions and the in-betweens in order to get on with the program hopefully involving you later in the discussion. We assume that we are speaking to our peers. There are people in the audience, undoubtedly, who know much more about the subject than we do. We therefore would like to collect additional material which we can put together and boil down for our statement to the governor tomorrow afternoon. So we're counting on you to contribute, not merely to ask questions. You can also argue with us if you like.

The first speaker is William K. Davis, who is the Director of Planning Services with Roy F. Weston, Incorporated and he's going to talk on Prevention of Sprawl.

### *Prevention of Sprawl*

Thank you Mr. Lustig and good afternoon ladies and gentlemen. There have always been suburbs since man congregated in towns and cities built of sturdy materials for more or less permanent dwelling. Parenthetically, I might suggest, that some suburbs do not qualify in that respect. The suburb is not a new concept, but only a new target for jargon-using writers and critics. The suburb and its so called sprawl suffers from variable definition. For example, the concentration of people in some suburbs in southeastern Pennsylvania is greater than many parts of such well known

suburbs as Denver or New Haven, yet one is maligned as sprawl, the other as the Mile-High City, Gateway to the West, or the delightful home of Yale University, mother of famous governors and mayors. How then can we define rational limits to area growth to develop land for succeeding generations in a cohesive, helpful, attractive and financeable environment.

My successors on this panel will discuss particular aspects of area development and site planning. My pleasant task is to suggest ways to achieve the prevention of sprawl. Sprawl may be characterized as a spreading of population over a vast areas, perhaps a low density, but significant in "leap-frogging" over farms and woods to establish groups of houses. Typical attendant problems are extended school transportation costs, inadequate water supply and waste disposal, rural highways not capable of carrying commuter traffic, monotony in the site and building plans, and so on. In the short time I have to talk to you, let me suggest three critical characteristics of suburban sprawl: First, the timing of development; second, the density of development; and third, real estate taxation. The misuse or misapplication of these three characteristics has led to some of our troubles. Improper timing has resulted in leapfrogging, ending in high municipal service costs, and frightful water and waste conditions among other things. Broadly speaking, it has destroyed the pattern in organization of land uses and traffic circulation.

The misuse of density regulation has spread population, blocked the orderly and feasible extension of public services and, turned county agricultural agents into crab grass killers. It has also generally been good to the lawn mower and seed people. To use planter's jargon the land consumption rate for housing in the 50's was alarmingly high.

There are three lines of attack that I would like to suggest. First, let us consider making high-density housing more attractive so located as to improve the municipal financing and service picture. In such designs, the residual open space can be organized for common or joint use. Partly under way in the 1960's, the rapid development of apartment housing took place by private capital. I would suggest that we attempt to enunciate a firm public policy to encourage, indeed influence this and similar types of housing in the intermediate and high density range. Such means at our disposal might include using tax credits, mortgage guarantees, and other financial instruments to encourage sensible locations, and conversely, deny illogical, random, speculative ventures in unprepared outlying areas of our cities and towns.

A second line of attack would be the use of public, non-profit development corporations to acquire inlying developable areas, and press them into appropriate uses. Such action should be consistent with the community or county general plan of future land use and circulation. A corporation of

this kind would not be unlike existing industrial development corporations which can locate, acquire, build or lend money for industrial purposes. The real question here is why not use the same instrument estimate for housing purposes.

Such action would facilitate the advent of important characteristics often lacking in current development practice. A partial list would include variation in housing types, density and costs; parks and schools; advanced provision of needed utilities and other services, and a coordinated road network.

The third line of attack might proceed in a search for new sources of municipal revenue, in combination with less reliance on real estate tax revenue. As the primary source of local municipal revenue, it makes fools of us all. It forces each borough and township to search for added industrial and commercial land—to zone second and third rate land for such uses when neither the market nor the interest for zoned commercial or industrial expansion exists or likely will exist. We tend to believe that large houses pay their own way through public services and schooling. We then energized the large lot lever in zoning to yield large, that is, costly, houses to accomplish this hoped-for balance. There we have it. The high cost, economically segregated (or is that insulated) suburb, whose domestics arrive by taxis, and whose residents drive 200 horses to buy a loaf of bread.

I suggest that these three approaches, in combination with the design considerations to be discussed by fellow panelists will go a long way toward making Pennsylvania suburbs more viable, efficient and pleasing than they are now.

Chairman LUSTIG

Thank you very much, Bill, for getting us off to a start on a very basic issue in the suburbs. However we have at least one kind of answer in the town of Reston. Our next speaker is not the one advertised on the program, Mr. Norwich, but his assistant, Mr. Peter L. McCandless, who is the Assistant Director of Advertising and Public Relations for the town of Reston.

### *Reston As An Answer to Suburban Sprawl*

I guess every panel must have its oddball, its orphan if you will. I don't want to talk about urban renewal today which we've heard so much about this morning and this afternoon. I am also an oddball in being perhaps the only out-of-stater and yet I find from chatting with panelists in some of our meetings this morning and this afternoon that we speak a very common language and hope that one day we will see the Reston prototype community in Pennsylvania and indeed throughout the United States. The proposals I put forth today, I hope may be provocative and not ethereal

dreams, ideas that will become actual realities soon so that you can see them for yourselves for only a 2½ hour drive to Reston, Virginia.

Mr. Chairman, it is time for urban renaissance in this country. When we talk about the quality of American life today, we're talking about life in metropolitan area or should I say arena.

The Pennsylvania suburbs are the suburbs of your town and mine. What has happened to that ever-widening strip between the city limits of "our town" and the country farm is a challenge not only to this panel, but indeed to every metropolitan area in the world today. Problems which face the urban planner are monolithic. One viable and immensely successful answer to the hundred thousand Americans looking for a home each week is in building planned communities or new towns. Solutions for major urban crises which we have discovered in building the new town of Reston, Virginia, could be a perfect catalyst for hastening the imminent Renaissance Day. Therefore, let me make the following proposals:

The new town must anticipate the physical and spiritual needs, and demands of a population of differing backgrounds, family life, education, income, and cultural experience.

The new town must demonstrate the technological feasibility of mass producing low income housing of building housing subsidized by Federal programs for cooperative sale housing, the FHA middle income rental housing, and it must stand ready to take advantage of rent supplement housing. This new town must have housing of all types available using the cluster principle to save land for social functions, mixing residential and commercial uses and eliminating waste space. This new town must be a place where people of all incomes can live near the place where they work if they want to.

Industry and commerce must also be an integral part of this town providing job opportunities and establishing a stronger tax base.

The new town must make it possible for people to become rooted in their community by providing housing for their differing needs and incomes as they progress through life and thus not requiring them to go elsewhere to find it.

The new town must, from the beginning, provide community facilities and programs for the enjoyable, educational, and profitable use of leisure time created by the technological revolution and the rising affluence of this century. To do this, the new town must have the support of major foundations in order to get social, religious, cultural, recreational programs under way until the community is of sufficient size to support them itself.

The new town must enhance the dignity of the individual and create a beautiful environment for him to live in. Urban beauty brings with it a



sense of place, of identity, of personality. However, there must be a clear-cut distinction between a planned community and a totally planned environment. This new town must have nothing to do with environmental determinism. A planned community means land planning not regimentation. Planning land use and planning the way people will live are entirely two separate things. We seek massive federal assistance to aid land acquisition and off-site improvements for future new towns. The average builder and developer does not have the base for the immense initial investment.

The new town must lead in the movement away from artificial zoning tools, set backs and separation of fundamental land uses which characterizes suburban zoning practices throughout the United States today. Instead, we propose the establishment of a residential planned community zoning ordinance which promulgates rational land use based primarily on population density breaks the conventional barriers of zoning, and allows taking into consideration the topography of the land, major stream valleys, watersheds, lakes, wooded areas and other factors so often ignored. In this new town the commercial enterprises are not to be isolated either from residential units or community facilities. Instead, they must be well integrated in the neighborhood centers giving 24 hour use and life to these village or neighborhood centers. In addition, the automotive tiger must be domesticated and the pedestrian made the focal point of design. Commercial and retail facilities would also be connected with walk ways systems accessible to pedestrians without any obstacle of the ubiquitous asphalt sea of parked cars. Finally, public utilities, telephone, electric wires are to be placed underground. Community air-conditioning systems are to be developed with chilled water pipes placed underground to eliminate ugly noises and external units. We found that these new techniques worked in Reston. We hope that some of these ideas will be utilized in your community.

Chairman LUSTIG

Thank you very much, Peter. I hope that some of Reston falls on fertile Pennsylvania ground.

Now, we pass from the dream of the future community into the problems of some of the older communities. The smaller towns that really began the suburbans in Pennsylvania and in many places are still the prototype of suburban community. Milton Osborne, architect, will talk about revitalizing the suburban town center.

### *Revitalizing the Suburban Town Center*

Mr. Chairman, ladies and gentlemen.

After this impatient plea for the new towns, I would like to say a word about the preservation of the old towns of Pennsylvania. I hope that many

of you heard Mrs. Brown in the panel before this who told you about the wonderful work they're doing in Philadelphia in the beautification of the neighborhoods there. I have been trying for several years to use the same method in the revitalizing and beautification of some of our old towns of Pennsylvania. I feel that Pennsylvania could well be famous across the nation for the beauty of its small towns. Our small towns are located, as you know, on the highways and they reflect in their design the architectural styles introduced by the early settlers along the eastern seaboard. Some of our towns in eastern Pennsylvania still retain the fine old buildings and details of the latter part of the 18th century or the early nineteenth. And then we get into the jigsaw period which is exemplified by the work found in Gettysburg by the heavy wooden brackets, and the bay windows. I have a feeling that each of our Pennsylvania towns has a character. And, that it represents the architectural heritage of our Commonwealth. And, so we ought to look very carefully at our towns before drastic changes are made or the changes should be made with considerable caution. Many of our fine towns have been allowed to deteriorate through the neglect of such simple things as painting, the repainting of brick work and the loss of fine trees. This has resulted, in many cases, in the depreciation of the business areas and the loss of trade to the newer, brighter shopping centers on the out skirts of town. The merchants are being forced either to capitulate to the shopping centers or to find ways to attract the public, the buying public, back to the shops. As we know, the best designed and the most successful of the new shopping centers have found that the public prefers to shop in pleasant surroundings. For this reason, many of them have provided shaded walks, flowers, trees, benches for the comfort and convenience of the public. Many of them open the area on holidays for flower shows, for art exhibits, church bazaars, and often even for band concerts. The shopping center has thus exerted the function of community center that once was held by the central business district of our small towns. In attempting to meet this competition to find space where pedestrians can move freely without interference from motor traffic, many towns have adopted the pedestrian law where parking is provided at the periphery of the shopping area or in the rear of the shops. They found that business improves by the added circulation from the rear through the shops. It also provides an added incentive to clean up the alley ways, to tear down useless buildings and to plant and paint the rear of the buildings to make them look attractive. A few years ago the little town of Holidaysburg called for help to counter the attraction of the new shopping centers that were built to the road to Altoona. This was a call in desperation by the merchants because they were about to be overcome by these new shopping centers. As a result of a study of the business area, where suggestions were made for the improving of the buildings at a very minimum cost. The merchants wholeheartedly got behind the idea and developed a new spirit in Holidaysburg that has done a very great

deal, not only to revive business, but to improve the general tone of the entire community. Many towns have done very much the same sort of thing. Carlisle has attempted through a study of their buildings, to retain the beauty of their downtown area. Gettysburg has also tried to improve their business area in order to capture the tourists who visit the battlefields. And, so many towns across the country are trying now to revive their business area knowing that they are at the crossroads. Often, a program of paint-up and clean-up is all that is required to dress up these small towns. Replacing shutters removed and which are necessary for the design of the building help to improve the area. The addition of such details as ivy leaves on steps and flower boxes at the base of show windows can do a great deal to add beauty and interest at a very small cost. I have found that added rear show windows will give a new feeling of scale to old buildings that can do wonders to improve their appearance. A proper color scheme for blocks of downtown shops will often give a pleasing color combination that will tie the buildings together. If a revitalization program of the town center is to be carried out successfully, a wholehearted cooperative effort and action by the merchants, the property owners and the public officials is necessary. We have found that the carrying out of a project of this kind on a block by block basis is the most successful way to do it. Second, merchants should be given a period in which to revitalize their buildings without added taxation for the resulting improvements. Third, there must be provision for off-street parking close at hand or in the rear of the business district. Parking meters might be removed in order to eliminate this petty annoyance that often causes customers to go away. Four, particular attention must be given by the merchants to the needs of those people who are in that particular area, the office employee shopping during the noon hour or perhaps the elderly who are living close to the town center. There must be more pedestrian crossings and if possible complete elimination of motor traffic on certain blocks to allow easier pedestrian flow. Screening should be provided for parking and for unused and vacant areas.

With the cooperation of carpenters, lumber dealers, and supply houses, downtown renovations can be done at surprisingly low cost. During 1960 in Holidaysburg, the average cost was \$250 per shop. All of the projects that I have been involved in, have resulted in improvements to local business and in the general morale of the community. Such projects require the type of cooperation that is often non-existent in a small business community and it carries over into the residential area resulting in spontaneous cleaning up programs and benefits the entire community. It seems to me that such projects are vital to Pennsylvania if they are to preserve the typical Pennsylvania market town with its architectural and historical heritage. Let us make our small towns one of Pennsylvania's greatest tourist attractions. This type of program is most economical. It is an effective method of pre-



serving our vital buildings as living and working monuments. I would hope that in our discussions here we would urge that urban renewal be done with care so that it will not destroy buildings that should be saved. That towns should be encouraged to plant trees and beautify their buildings through proper planting and through proper design. If these efforts are undertaken, the town center will again take its place as the community center that it formally was.

Chairman LUSTIG

Like Mr. Osborn, I hope that we can save the Commercial Centers of the small towns and that particular characteristics that gives an identity to the community. The newer suburbs do not have this and I think that there is no greater Commercial disaster in the suburbs than the Commercial strip development along the highways. Mr. Clifton Rodgers, who is a landscape architect and planning consultant, will talk about the esthetics of Commerical architecture and development.

#### *Esthetics of Commercial Architecture and Development*

Working in urban, suburban and rural areas, my function here today is to examine with you the problems experienced in preserving the natural beauty of the Pennsylvania suburbs. In viewing this, we must acknowledge that the suburbs are the middle grounds subject to the pressures of overspill from the urban centers transforming the rural countryside to residential areas. It is my firm conviction, that to be successful a program to enhance natural beauty in Pennsylvania and the nation must embrace the complete community of interest and consider utility, safety, natural beauty and the economy which together produce our total environment. Utility involves the shelter, the occupation, the educational, the recreational and the spiritual requirements of our people, while safety relates to the orderly arrangement of those facilities which promote their health, welfare and safety. Natural beauty is the harmonious and attractive relationship between man-made and God-made environment. It involves the conservation of the land, rivers and streams, trees and the woodlands, the geological formations and wild life. It likewise involves the visual impact that our buildings, highways and related uses of land create on the landscape. Finally, economy dictates that any relationship between man-made and natural environment be based on convenience, and an orderly development of the land for the numerous and various uses required of our urban society. The preservation of the natural, historic and scenic resources is essential to the functioning of the urban and suburban communities. It is important, however, that we look at the preservation of natural resources from a broad statewide scale as well as from the more limited urban and suburban perspective. It is therefore recommended that any planning program be initiated by dividing the state



into logical regions and a comprehensive plan prepared for each to meet its needs.

Undoubtedly any program aimed at preserving the natural beauty of the suburbs would require state and local legislative action as well as participation by private agencies to achieve its objectives. Fortunately we have many Federal and State aids available to implement such programs. The various recommendations that I have to offer today would achieve some of these objectives:

- (1) Carry out an inventory and plan for the conservation of natural and scenic resources in conformance with a comprehensive plan for the economical development of each region. Create a new official office to supervise conservation of natural features staffed preferably by people trained in the handling of landscape and land planning;
- (2) Establish policies whereby new highways, industry, housing and public works planning would preserve natural and scenic features of the landscape;
- (3) Plan and acquire major highway corridors with adequate roadside beautification and location of interchanges in such a fashion as to discourage urban sprawl and Commercial strips;
- (4) Inventory, evaluate and preserve historical sites, structures and parsonages for maximum enjoyment and inspiration to the citizen;
- (5) Preserve greenbelts around the cities and towns, by withholding prime agricultural land from urban development, by reserving appropriate woodland areas for parks and woodland reservations, by adopting cluster zoning, clustering development and leaving large areas open;
- (6) Undertake resettlement of population from the large population centers into existing small towns by expanding small town employment opportunities, improvement of cultural and housing facilities and the restoration of the historical buildings and the scenic town square as referred to by my previous colleague;
- (7) Develop new satellite towns with a wider choice of new housing and adequate parks and open spaces;
- (8) Conserve streams and valleys for natural drainage ways, hiking, bicycling and vital paths;
- (9) Reclaim strip mines, quarries, and other wastelands for useful purposes. Remove the adverse visual impressions in our worn out industrial periods,
- (10) Regulate the location and extent of outdoor signs, billboards, junkyards, auto graveyards, and other adverse conditions along highways and in our communities,
- (11) Energize urban renewal programs in the urban centers to stop the spread of blight replacing it with well planned new land uses;

(12) Require open space and landscaped areas in new shopping centers and in industrial parks.

(13) Reserve waterfront areas for public recreation and discourage development in flood plains. Thank you, Mr. Chairman.

Chairman LUSTIG

You can see that Mr. Rodgers likes a challenge. We tried to give him a limited topic and he has just had to take on the whole works. Our next speaker is Carl Wild, also a landscape architect and planner, who will talk subdivision design and development.

### *Esthetics In Subdivision Design And Development*

Mr. Chairman, ladies and gentlemen. I have attempted to confine myself to the topic of subdivision design.

We have many examples of residential subdivisions that are outstanding in the way "beauty" was achieved as an integral part of the original design of the area.

There are many subdivisions that appear as monotonous rows of houses along dull monotonous streets with little semblance of neighborhood beauty. Even in these areas, however, some sense of beauty often develops as private owners improve their properties and trees become established, either through private initiative or through public action by way of street tree commissions.

In the first case we will find that beauty, as a natural functional need, has been "built in" as part of the original design of the area and has been followed up in its development.

In the latter case we have what might be termed "cosmetic" beauty, where we do what we can to alleviate lack of beauty in existing areas that have not had the benefit of good design in the original layout.

The actual line of distinction between "built in" and "cosmetic" beauty is not always clear cut. They overlap. It is helpful, however, to recognize this distinction because it dictates different approaches to our problems.

*What do we mean by "built in beauty"?*

Briefly, this depends upon good and imaginative design: where street layout rolls with the natural topography; where the original beauty of the land form and natural features such as trees are preserved as much as possible; where low lying areas are reserved as open space to give green belts and also aid in solving drainage problems. It depends upon adequate rights-of-way to permit street trees and retain a feeling of spaciousness. It depends upon building design and use of variable setbacks and orientation in respect to the street to relieve monotony without becoming distracting.

It would depend upon reducing or eliminating entirely the unsightliness of overhead wires. It would depend upon a designed program for tree planting which would embrace both private and public land.

This concept of built in beauty applies mostly to the new areas that are still to be laid out. As we look toward doubling our residential areas in the next twenty years, this presents the challenge that we do not repeat the mistakes of the past or lose the opportunities that are still existing.

*How can we better insure that future development will achieve these aspects of beauty?*

For the most part this will depend upon approaches that have already been developed:

1. *Wide dissemination of information about principles and objectives—generally as illustrated by successful examples of good planning and design.*

Local, State and Federal planning agencies have done much in this respect over the past years. Private organizations have also done much in advancing interest in new and better ideas among Home Builders Associations and Financial Institutions.

There are many fine publications available that illustrate proven examples of the good subdivision design, where built in beauty was accepted as a basic economic, self-interest concern of the developer. This aspect: dissemination of information on better practices; to the public, to local officials and to developers and financial institutions will remain a keystone for future accomplishment.

2. *Expanded use of subdivision regulations to aid in achieving greater beauty.*

Subdivision regulations have proven their value: in improving subdivision practices; in raising standards; and in protecting the community from land exploiters who have no concern for community problems.

Part of their value lies in the purely regulatory measures that are imposed. A large part of their value, however, is in the requirement for review, where much more can be done on the basis of suggestion and persuasion than is possible or desirable in a set of regulations. Many of the more intangible aspects of beauty will depend on suggestion and persuasion, backed up by proven examples.

This in turn depends largely upon competent technical assistance that can aid local officials who are not specialists in this field. Most municipalities do not need nor can afford such assistance on a full time

basis. It is here where such assistance is best provided at the county level through the county planning commission.

Many subdivision regulations and zoning ordinances need revision to provide for some of the newer concepts that are developing; for example: the concept of cluster type development, where dwellings are arranged on smaller lots but where larger common areas are reserved for public open space.

Another aspect in subdivision regulations that needs more attention is in specific requirements for an over-all tree planting program on both public right-of-way and on private lots. This would be followed up by specific commitments to do this planting.

From another viewpoint, whereas subdivision ordinances are mostly directed toward residential development, land is also subdivided for commercial use. Here we have some of the ugliest areas found in our communities. Admitting that there are many variables that will be difficult to regulate, much more can be done both in subdivision regulations and in zoning ordinances to help enhance these areas. This would include updating regulations for signs, setbacks, access points and tree plantings.

In regard to tree planting, the requirement for well spaced trees in parking lots can do much to alleviate the appearance of these hot bituminous deserts. They can be located without losing a parking space, if we consider the number of Volkswagens and other small cars that do not require a full length parking stall. Provision for planting of even a few high headed trees along our streets and highways can greatly relieve the ugly impact usually found in commercial areas, without impairing commercial use.

In summary, our presently established approaches, through information, examples and regulations, are still the best yet devised to accomplish "built in beauty" in our future developments.

In our existing developed areas, accomplishment will depend largely on general public and neighborhood support, spearheaded by the action of our planning commissions and by our local service clubs and civic organizations.

If one were to pick out the single element of greatest value to such a program, it would be a well conceived program of tree planting that considers planting on both public and private land to create the maximum benefit.

It is, therefore, along the dual lines of approach that we must direct ourselves: one to insure "built in beauty" in future areas, and the other to encourage programs for enhancement of existing areas as best we can under the limitations as we find them.



Our last paper was written by an absent member, Ed Foster, who works for the institute of local government, University of Pittsburgh. Due to his absence I am going to read his paper for him.

*Natural Beauty In the Suburbs For All*

It seems to me that natural beauty in the suburbs raises issues that relate not only to the physical and aesthetic concerns to which most of us in the planning profession have traditionally addressed themselves, but also to the much more controversial, much more crucial problems of influencing social changes in order that every Pennsylvanian can enjoy equal access to the beauty that already exists in our midsts. Beauty in the suburbs is not only a matter of achieving order and harmony in our physical environment but of achieving an equal degree of order and harmony in the social environment as well. Unless we can come to grips with "society's broader issues", including what appears to have become the most explosive domestic issue confronting our society today—the barriers, both public and private, that have been erected to constrain the mobility of an important segment of our society—physical beauty will avail us not at all. I don't profess to have the answers; indeed, I wouldn't for the moment suggest that I, or anyone else for that matter, fully understand the problems. We in the United States, however, have an extraordinary talent for responding to crises with piece-meal solutions which, if they do not directly attack root causes, at least succeed in eliminating the symptoms.

I propose to address myself to some of these symptoms on both the physical and social side, and, in the process, offer some piece-meal possibilities for dealing with them.

Beauty in the suburbs is, at least in part, and perhaps in large part, conditioned by public policy. Public policy, in turn, is conditioned by the authority granted to our suburban units. That legislative authority in Pennsylvania is totally inadequate. The reform of planning enabling legislation in this Commonwealth is sorely needed and long overdue if we are to make even the most minimal advances in improving the over-all design of our suburbs.

Let me say at the outset that despite my strong personal involvement in, and commitment to, the reform of planning legislation in this state, I would not expect that the passage of an up-to-date system of planning laws would lead to any grand rearrangement of our urban areas, let alone make any kind of dent in those broader issues confronting our society that I made brief reference to a moment ago. Let me just say for the moment—in defense of preposition that a modernized system of planning enabling laws is necessary in this state—that the 1927 Standard Planning Enabling Acts under

which we still operate in Pennsylvania have been outpaced by new concepts, new ideas, and new innovations that are either unavailable to our suburban jurisdictions or can only be partially utilized because of the absence of express legal authority and explicit guidelines and criteria.

Those of us concerned with planning in Pennsylvania, regardless of whether our preoccupations and predilections are with the broad issues of society or the more limited ones of the arrangement of land uses are at least in agreement that there are certain minimal needs that have to be satisfied in our planning enabling laws in order for land use planning to accomplish its traditional objective of achieving beauty through order and harmony. To those of us who have struggled with the Pennsylvania Planning Code, this would include a need for broadened legislative authority to enable our political subdivision to cope more adequately with the increasing complexities of an urbanized style of life, and to deal with problems affecting the livability and economic well-being of our communities and regions. As a minimum, the passage of the code by the legislature would strengthen the powers of our local units to plan and give effect to plans. It would also make the lines of responsibility for the public policy contributions to the achievement of beauty in the suburbs clear by vesting responsibility for decision and action at the elected official level.

The second issue, or set of issues—those to which our panel chairman suggested I might address myself—are, I suspect, less likely to result in agreement on the part of the contestants than is the controversy that currently exists with respect to the need for a better system of planning enabling laws, but nonetheless, are not to be avoided.

Despite the many defects and the many deficiencies in our suburbs—the reconciliation and resolution of which my fellow panel members have largely addressed themselves—our suburbs obviously offer a great deal of satisfying experiences to the overwhelming numbers of persons in our Commonwealth. Families exercising their right to choose have opted and are continuing to opt, for some form of suburban way of life in ever increasing numbers. But our ability to choose a suburban life style and our mobility to move within the urbanized complex that suburbia represents is very often constrained by regulations controlling the use of land and regulating the design of structures which more often than not seem to be intended to advance the interest of some particular group or particular segment of our society rather than interests of society as a whole.

We know from the accumulating body of empirical evidence that land use controls, especially in our suburban communities, more often than not are utilized for the purpose of preserving tax values rather than for the realization of broader planning objectives. The evidence seems clear that land use controls are used, especially in our suburban communities, more

often than not to preserve the status quo rather than for the purpose of facilitating the satisfaction of the needs, wants, and aspirations of lesser privileged segments of our society. The mounting accumulation of evidence suggests that land use controls are being utilized to artificially constrain the mobility of the lesser privileged economic and social groups in our society rather than to enhance their opportunities to become equal participants and beneficiaries of the attractions afforded by many of our suburban communities.

If we are really concerned with improving the suburban environment for all segments of our society, we need to more carefully analyze our past practices. The concept of planned unit development and its large scale extension in terms of new towns may provide us with the tools for reordering and restructuring our urban environments for the achievement of positive social and economic ends, or succeeded only in titillating the aesthetic sensibility of a small segment of our society, or even worse, further accentuate the social and economic disparities and imbalances that now exist in our urbanized regions.

I'm not suggesting that because the instruments—zoning, subdivision control, building codes, etc.,—are improperly used that we toss out the baby with the bath water. All I am suggesting is that if our controls and implementation techniques function to exclude rather than to include, if they function to repress rather than to elevate, if they function to increase tensions rather than to alleviate them, we need to direct those tools towards more desirable societal ends. It seems to me that this is one of the most important challenges facing our community leadership.

How we accomplish this necessary redirection is not easy, and will require political decisions of the toughest order. As one committed to the strengthening of responsible local self-government rather than its diminution, I would hope that the political leadership in our suburbs, together with responsible citizen organizations in the communities, re-examine their land use and building control policies so as to produce regulations which will protect the public interest and balance controls and costs against benefits in such a way that the interests of society as a whole are advanced and not merely the interests of some select group.

In the absence of responsible action of the local level, some action at the state level would appear to be not only in order but a necessity. Some efforts in this direction are already taking place. The Advisory Commission on Intergovernmental Relations as part of this 1966 legislative program is actively pursuing changes in state legislation which it hopes will prevent regulations and controls from being utilized in ways which will negate national policy. One such proposal would restrict zoning authority to larger municipalities and to counties. The ACIR proposal would provide for the



direct assumption of zoning power by counties in municipalities of less than 30,000 population. The ACIR seems to share the view that zoning is utilized, particularly by the small suburban municipality, for the purpose of maintaining a homogeneous population composition, and an advantageous fiscal position. By limiting zoning authority to larger municipalities and counties which are more likely to represent a diversity of viewpoints and include a diversity of social and economic classes, it is expected that fiscal and population homogeneity objectives would become less dominant in land use control practices.

ACIR is also actively seeking a major reform in building code practices. The Commission has recently released its recommendations for a uniform national building code based on performance standards, which will, if adopted by each of the states, be exclusive in matters of building construction. What distinguishes the code recommendations of ACIR from others is that it will represent both the minimum and maximum standards necessary for public safety. No longer could individual municipalities fix such high standards and specifications than they can achieve indirectly that which they cannot legally accomplish directly—that is establish, in effect, a minimum cost for a structure.

Since fiscal purposes appear to dominate land use and building control practices in our suburban communities, we might also begin to consider the abolition of local property and local income taxes—which have little to commend themselves on criterion of ability to pay anyway—and substitute in their place a system of tax supplements, tax sharing, tax credits, and block grants based upon a variety of equalization criteria. While this would require a broad based tax to produce sufficient revenues—and in all likelihood it would mean a graduated income tax, requiring constitutional amendment—such action would eliminate the present incentive to use land use and building controls and regulations to preserve and perpetuate the existing social and economic disparities in our urban regions.

One additional item remains in this admittedly partial listing of mine to be mentioned. I have touched upon how suburban public policy, as reflected in regulation and controls, affects most of us. These, if they have any virtue, at least affect all of us equally—provided we are white. Those of us with insufficient income levels are equally limited in the exercise of our freedom to choose the communities in which we would like to live by our pocket-books—if we are white. It is no secret that despite our fair housing laws in this Commonwealth, however, that the Negro is artificially constrained in his choice regardless of income. The exclusion of individual home owners from the provisions of the Commonwealth's Human Relations Act, for all practical purposes, has made the purposes of the Act meaningless. If beauty in the suburbs is to be for all to enjoy and not for just some, then I would



suggest that the amendment of our less than fair housing laws be high on the order of the next session of our legislation's business.

I'm not for the moment suggesting that the accomplishment of any of these measures would be something less than difficult but hard issues would seem to require hard solutions.

Chairman LUSTIG

Now we're interested in hearing from you. We would be glad to take your questions. We would be more interested in taking comments from you as well. The turning off of those lights was not only physical relief, but also symbolic in joining us more closely together. We have a question there in the second row.

I'm Helen Mackery, I'm a past president of the Pennsylvania Council of Republican Women. I think that growth in tourism is supposed to be one of the by-products of this conference and I'd like to accentuate something that Mr. Rodgers commented on that concerned historic things.

As I have traveled around the state, I have found towns and suburbs with many unique things. However, many urban areas have never identified, refurbished or publicized beautiful historic sites for buildings, within their jurisdiction. It therefore hurts me tremendously to think that we don't publicize our heritage in this historically rich state and I wish that each town would play up its particular unique characteristic that sets it apart from other towns to interest tourists that will want to stop and see your town and history. Thank you.

My name is Wallace Drex, student of Technology. I have enjoyed listening to the two sessions: One on the Pennsylvania city and, the present one on the suburbs. The natural beauty of the art, I think, has been glossed over. It disturbs me to drive along the turnpike and see billows of smoke belching from a smokestack. Or to see the smoke and smell the odors from burning dumps. Or to pass a diesel and see the black smoke and smell the odor. If we could take a positive step toward preventing smoky combustion from taking place, the beauty of our air would be improved. Thank you.

My name is John Love, from Villanova and the citizens council of Delaware County. I'd like to make a statement about mass transit that has not been given enough emphasis which seems to me essential for relieving some of the pressures on open land in the suburbs. There was a mass transit bill last week an appropriation of some 200 million dollars and a congressman from our area who is very happy about 600 billion dollars being spent in our county for highways alone was against this particular bill. Now it seems the allotted ingenuity could be used here, I'll exaggerate and say that I think the solution, I am exaggerating, is to have mass transit which would enable us to go 25 miles in 25 minutes for 25 cents in air-conditioned

comfort. If we could develop a mass transit system that would take you 25 miles in 25 minutes for 25 cents in air conditioned comfort, I believe that we wouldn't have these huge highways which chew up the open land, the suburbs, and promote highway traffic that contributes to smog among other detrimental things.

As a Horticulturalist I'm on the board of the Pennsylvania Horticultural Society. I'm concerned with the lack of concern on the part of the planters with the problem of maintaining the natural beauty which I think we're all supposed to be talking about. Natural beauty in the suburbs and the cities has to be nurtured by man if it's to be beautiful. This is very expensive, but I hope that this conference will include in its recommendations that all municipal and state beautification projects which are undertaken will also be accompanied by adequate supervision and budget to see that the plantings are kept green.

#### Chairman LUSTIG

Thank you. I would like to emphasize that at least two of our panelists talked about preserving the beauty in the suburbs by keeping our development compacted and by guiding urban growth in an orderly manner.

My name is Jones, I would like to use a Washington D.C. example of urban sprawl that could be worthwhile. If the present Washington building rate continues until the year 2000, one will have to drive 30 miles outside the capital in order to find substantial green space as suburban sprawl would have gobbled up 1700 square miles of the district's area or four times our present developed size. The need for following a regional development plan for the district is of the utmost importance.

I'm Richard Fox, Vice President of the State Home Builders Association. I think that we should emphasize over and over the need for rethinking local planning laws that especially deal with subdivision and general planning in the communities. There is a tremendous need to introduce new planning legislation and new planning concepts into the main stream of zoning law because without it we are badly handicapped. Therefore, I would hope that one very strong recommendation coming out of this meeting would be that State and County governments bring to the attention of the local communities standards that are new and available changing zoning ordinances to enable the developer and the land planner to exercise the many new building and site design concepts that have been evolved over the last ten years.

My name is John Morgan from Chadds Ford, Delaware County. My suggestion has to do with modernizing zoning in second class townships. My suggestion is that some statewide consideration be given to rewriting or at least clarifying the second class township acts dealing with zoning

in order to make them applicable to 1966 rather than to 1927 problems. Thank you.

I'm James Bushbrown. I'm from Montgomery County. I serve on a local planning commission. We constantly get people coming to us with subdivision plans that reflect a high profit to them but with little benefit to those who will live in the subdivision. These subdividers very often do know what the natural assets of their piece of ground are. They don't realize that trees are valuable. They believe that swamps are supposed to be built in. They're perfectly willing to cut down hills and make them flat, and they just deny the existence of natural beauty and natural assets on a piece of land. However, our Planning Commission tries to convince them that if they can improve their product they will improve their opportunity to make a profit. This places a responsibility on all of us who have attended this conference and who have shared our knowledge and experience with each other to go back and educate the general public, especially the land developers, who are positively ignorant about natural beauty that well designed land developments pay. Thank you.

My name is Frank Witt. I am the President of the Borough Council of Monroeville and President of the Pennsylvania Borough Councilmen's Association. One of the problems that has not been discussed here today is the development of the public rights of way. One of the problems that Pennsylvania suburbs, townships and boroughs face is that major arteries in most of our communities are State or County highways. Therefore we do not have control over these highway rights-of-way. However, if we are to undertake a program of beautification of our major arteries into town it involves an investment of local funds on a state right of way and this is a program that could be initiated by the local community. It could be sponsored by the local Chamber of Commerce along with the governmental agencies as well as the Garden club.

However, the problem that we face in the local communities is the fact that this is not ground for which the local community has any control. In fact, what could be the responsibility of the local community is and if community were to plant shade trees within these rights-of-way, they would have to be removed if the state were to widen the highway. I therefore suggest that a recommendation to the Governor be made giving communities financial assistance and powers to plan and beautify the rights-of-way between the hard top and the limits of the right-of-way. Thank you.

My name is Arthur Loben, Director of Montgomery County's Planning Commission. One of the fundamental differences in planning in the suburbs and in both our old large and small cities is that one is primarily although not completely a job of renewal or redoing, whereas the other is trying to guide an emergency landscape made by man. In this process of trying



to guide the growth of the suburbs, opportunities come along in the strangest ways and at the most unforeseen times. One of the things that we need so badly, is a fast moving State government and Federal government giving suburban areas a priority. A contingency fund should be established with accompanying legal powers to acquire land when it becomes available so that we could move rapidly to save a stream, a valley or hill, a wet land or meadow that will shape our urban environment. If we do not do this when the opportunity arises, we will have to tear down the dilapidated structures on the land and redo the job in a century or so.

## PANEL REPORT

Governor Scranton:

MILLIONS OF PENNSYLVANIANS have elected to live in the suburbs, and it is clear that a very high percentage of the Commonwealth's future population growth will occur in the suburbs. We are therefore deeply concerned with preserving and restoring beauty in developed areas and with protecting the beauty which now exists in areas of future development. We have further broken down this general objective:

1. Prevent sprawl which carelessly and wastefully devours the land. Encourage compact development with advance construction of water and sewerage facilities and with a full range of housing types.

2. As a special type of development outside of the large cities, encourage construction of complete new towns designed to provide a full range of living accommodations, community services and employment activity.

3. Preserve and strengthen the centers of the small towns that formed the first suburban nuclei, as well as those outside the metropolitan orbit, through rehabilitation programs of face-lifting and extensive planting of trees and flowers. Such action is especially important for towns with buildings of unique historical or architectural value.

4. Conserve the rugged land and waterways in developing areas with green-belts, stream valley parks and flood plain zoning.

5. Encourage better architectural and landscaping standards in suburban development:

- adapt development to the topography without mutilating the ground;
- preserve large trees and tree masses;
- create large blocks of common open space.

6. Demand better architectural and landscaping standards for commercial development in the suburbs. Next to the strip mines, strip commercial development is our worst aesthetic disaster.



7. Correct the abuse of power by which many suburban communities close off the beauties of their living environment to minority groups — the poor in general and the Negro in particular. To accomplish these objectives, we make the following recommendations:

a. Replace the out-moded 1927 style enabling legislation for municipal planning, zoning and subdivision control with new legislation which is geared to current pressures. This recommendation recurred again and again in our panel; its urgency cannot be over-emphasized.

b. Provide legislation making it feasible to undertake construction of whole new towns.

c. Provide legislation for public, non-profit corporations to guide development in fast-growing suburban areas or to assist in the development of new towns.

d. Deemphasize the real property tax as the main source of municipal revenue. The property tax is a major factor in wasteful largelot zoning in exclusion of low-cost housing, and in the irrational use of commercial and industrial zoning:

- one alternative is regional tax sharing;
- a second alternative is the use of unrestricted grants from special state taxes.

e. Speed up the process of State, regional and county planning, in relation to municipal planning, by preferential financial and administrative support. Planning for the larger area establishes a rational framework for municipal planning and zoning policy.

f. If suburban municipalities persist in wasteful and exclusionary development policy, the State should consider the recommendations of the Advisory Commission on Intergovernmental Affairs concerning:

- restriction of zoning powers to large municipalities and to counties, on the assumption that more balanced populations will permit more balanced land use regulations;
- formulation of building codes with minimum and maximum standards to prevent the artificial escalation of housing costs by overly restrictive building standards.

g. Extend the coverage and strengthen the administration of fair housing laws so that Negro and other minorities have a free choice in selecting their living environment.

h. Preach the social and economic values of beauty, and the techniques for preserving or enhancing it, through a wide variety of existing State channels:

- Public Service Institute courses for local officials in planning, zoning, subdivision, property assessment and administration;
  - publications and promotional materials on municipal planning and related powers;
  - financial and administrative review of 701 planning grants, urban renewal projects, public housing, public school building plans, etc.
- i. Provide adequate funds for planning highways and other facilities with deliberate concern for aesthetic impact, and provide sufficient funds both to landscape and to maintain the landscaping of such facilities. This recommendation applies with equal force to county and municipal governments.
- j. Encourage and support the extension of mass transit in order to reduce the need for massive highway and expressway construction in metropolitan areas.
- k. Improve the legislative definition and the enforcement of air pollution controls.
- l. Finally, we ask architects, builders and developers to apply better and more consistent aesthetic standards in the design and layout of residential, commercial and industrial components of our future suburbs.

# ROADSIDE CONTROL: BILLBOARDS, JUNKYARDS, LITTER

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Chairman — DONALD C. WAGNER, *Senior Research Investigator*  
Fels Institute of Local and State Government

(*John Bodine, President, Academy of Natural Science of Philadelphia*  
*chaired the panel in Mr. Wagner's absence.*)

John M. Eisler  
Eisler Nurseries

Mrs. Cyril G. Fox, *Chairman*  
Executive Committee  
Penna. Roadside Council

Harold Montgomery  
Aitkin Kynett Co. Inc.

Allen H. Seed, Jr.  
*Executive Vice-President*  
Keep America Beautiful, Inc.

Saul Toder  
Auto Salvage

Jack Dunlop, *Proprietor*  
Crescent Lodge

## PANEL STAFF ADVISOR

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for Planning and Programming  
Department of Highways

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## GOVERNOR'S CONFERENCE ON NATURAL BEAUTY ROADSIDE CONTROL: BILLBOARDS, JUNKYARDS, LITTER

Chairman JOHN BODINE

Our panel has been asked to deal with three specific aspects of roadside beautification and after the general discussion of the Complete Highway that we heard earlier this afternoon, it is our responsibility to deal with three specific issues that arise in respect to roadside beautification. These issues being litter, junkyards, and billboards, and we have on the panel leading authorities with long experience in these problems.

I consider it my role as chairman to say as little as possible but to help the panelists keep to their assigned times of five minutes each, and to keep an accurate record as possible of the suggestions to be made by the panelists and we hope by you, the delegates, so that tomorrow we can make comprehensive recommendations to the Governor. We are sincerely interested in your proposals from the floor and look forward to having them.

Now first, I'd like to introduce the panel members in the order in which they will speak. First on the subject of litter, I will introduce Mr. Allen H. Seed, Jr., who is the Executive Vice President of Keep America Beautiful, a national organization with headquarters in New York. Mr. Seed is the

staff head of this nationwide public service organization whose main interest is in the prevention of litter.

Next on the subject of junkyards, I will call on Mr. Saul W. Toder, who is President of an Auto Salvage concern on Route 19, past President of the Western Pennsylvania Auto Wreckers Association and now a member of its Board of Directors. Mr. Toder is also active in the Pennsylvania Auto and Truck Salvage Association and has led clean up campaigns for both of those organizations.

I will then call on Mr. John M. Eisler, proprietor of Eisler Nurseries in Butler, who also will have comments to make on the general subject of screening junkyards. Third, on the subject of billboards I will call on Mr. Harold B. Montgomery, who is Vice President and Director of Aitkin Kynett Advertising Agency in Philadelphia and formerly chairman of the Philadelphia Council of the American Association of Advertising Agencies. Mr. Montgomery has been for some twenty years in the advertising agency business which has bought substantial amounts of outdoor advertising from the members of the outdoor advertising association and has represented a wide range of consumer and industrial clients.

I will also call on Mr. Jack Dunlop, Proprietor of Crescent Lodge in Paradise Valley in the Poconos, who is a leader in hotel business, serving the needs of tourists. Mr. Dunlop is well aware of the need for assuring tourists that they have proper information about available services. Finally I will call on Mrs. Cyril G. Fox, of Media, Chairman of the Executive Committee of the Pennsylvania Roadside Council. Hilda Fox, as she is known to her many friends and co-workers throughout the State has been working for years in the cause of roadside beauty, and as many of you know, she is also a member of the Steering Committee for this Conference.

Turning then to our first speaker on the subject of litter, I would like to turn the microphone over to Mr. Allan H. Seed, Jr., of Keep America Beautiful.

#### MR. ALLAN SEED

An English visitor returning from a motor tour of America wrote to Edward Darel Stone, that he noticed a firm determination on our part to pave the countryside with car lots, beer cans, billboards, and honky tonks so that we might whiz by in a lemon colored Cadillac with a platinum blonde and contemplate the ruins. It's no wonder that H. L. Mencken once sadly remarked: "Americans don't simply tolerate ugliness—they have a positive passion for it."

It would also seem that Americans have a positive passion for shedding their trash on public highways thinking, if they think at all, that somebody will be paid to clean it up. Somebody is paid to clean it up and the cost



comes right out of the litterbug's pocketbook. His tax dollars—some \$500 million of them—are spent just to retrieve rubbish from public places every year. Studies in several states reduce this boxcar figure to one that should shock the daylights out of any taxpayer. For example, it costs 32 cents to fifty cents just to pick up the pieces of litter that motorists scatter on our highways by the regular highway crew.

But there are other compelling reasons why we should take corrective action to end the litter fallout on our highways. Litter is a safety hazard. The Connecticut Highway Department reports that during a three year period, 621 automobile accidents were caused by vehicles striking or swerving to avoid foreign objects on the roads of that small state. 261 resulting in personal injuries, 360 in property damage, and economic loss of \$611,000 dollars. Fortunately no lives were lost in these particular accidents but insurance people estimate that between 500 and a thousand people are killed or injured annually due to highway litter.

Now the litterbug is also a firebug. His litter is frequently the torch that ignites brush and forest fires, destroying thousands of acres of roadside beauty. We can put a price tag on the cost of cleaning up roadside litter but no price tag is big enough to cover this loss of natural beauty.

Well what then are we doing about it?

Since 1953, Keep America Beautiful, has been conducting an all out war against litterbugs with the help of garden clubs, conservation groups, Chambers of Commerce, youth organizations, business and industry, federal and state agencies, and many others. This concerted effort has been supported by a massive year round advertising campaign sponsored by The Advertising Council. I think everyone in this room has heard this slogan many times over and over again: "Every litter bit hurts."

When Mrs. Lyndon B. Johnson addressed our annual meeting last fall, she said. "I hate to contemplate what America's cities and countryside would look like today if your organization had not attacked this problem these many years." Mrs. Johnson gives us too much credit. We are making some progress but we still have a long way to go. Reports in some areas, however, are most encouraging. For example, in Wisconsin, we are advised that for the second consecutive year the cost of cleaning up the state's highways has been substantially reduced in spite of increasing traffic and more miles of highways. The Governor of Virginia made a similar report at one of our meetings recently. Both states have conducted strong anti-litter programs for a number of years, and they attribute the pay off to this.

Now what about Pennsylvania?

According to figures provided by the Department of Highways, the annual cost of removing roadside litter in this State is \$850,000. Now perhaps Pennsylvania can afford to pick up this tab but I don't think the State can afford any longer to ignore the problem when the formula is so simple. Just three major ingredients:

First, and foremost, a continuous statewide program of public education to stimulate pride and responsibility in cleaner, safer, more attractive surroundings. I might say with special effort to reach young people in and out of school. Because, after all, litter doesn't throw itself away. Only people create litter and only people can prevent litter.

Second, we have an obligation to provide adequate disposal facilities in order to make it easy for citizens to get rid of their rubbish. It must be regularly collected too. Overflowing trash barrels are no incentive to good outdoor manners. Pennsylvania has some 1700 hundred roadside litter barrels on its highway system—less than many other states. I would suggest that the location of these barrels should be pointed out through appropriate signs, otherwise motorists may very well drive by them without being aware of their existence. Other states have found that placing signs, reading, "litter barrel  $\frac{1}{4}$  mile ahead" is very helpful.

Third, there are laws against littering in Pennsylvania as there are in all fifty states, but apparently they are seldom enforced. According to the State Police, there were only 135 arrests for highway littering in Pennsylvania last year. It would seem from this that Pennsylvania litterbugs are being treated with tender loving care. By contrast, 2,000 litterbugs were arrested in California in one year, each was fined \$25 and many required, in addition, to clean up one mile of public highway. I can assure you that this had a salutary effect.

In conclusion, I should like to point out that today some 30 states are attacking the litter problem through organized year-round, state-wide programs. But no state-wide program exists in Pennsylvania, although many local groups and the Pennsylvania Roadside Council and others, are operated at the local level and incorporated in the over all national program. Would it not, therefore, be appropriate to recommend to the Governor, that whatever agency is set up to deal with the over all beautification proposal coming from this Conference, that that agency be responsible for a study of the litter problem in Pennsylvania and an action program designed to deal effectively with the highway vandals who are recklessly disfiguring the landscape and the roadscape with their trash, rubbish and garbage?

Now obviously, such an agency should not confine itself to roadside litter alone but to the rural and urban litter problems as well. For, just as any woman would cringe at the thought of putting cosmetics on a dirty

face, litter prevention is the basic first step to assure what Governor Scranton referred to this morning as the beautiful new Pennsylvania of the future. Thank you.

MR. BODINE

Thank you Mr. Seed for a number of practical suggestions on how to deal with the litter problem. I am sure these will give much food for thought to those concerned with this question. I'd like to turn now to another problem of roadside beautification, namely junkyards, and we're very fortunate to have someone who is himself in the auto salvage business, Mr. Saul Toder who will discuss this problem for us. Mr. Toder.

MR. TODER

The problem of the junked car has become an international problem. Insofar as Pennsylvania is concerned, I have tried to determine in my talk who has these cars, where they are and what can be done about them.

The first group that I've taken into consideration is the private individual who has a car on his own private property. Now I'm restricting this usually to one car. I'm saying this is a car that is non-operative and it does the man no good insofar as transportation is concerned and he is not selling parts of it, he is just allowing it to remain on his property, and allowing it to rust.

Very often we're told this man can't get rid of this car. This is not true. It's not true anywhere in the State of Pennsylvania. I, myself, am in the salvage business. I am in the automobile parts business. I am not in the scrap business. I sell my salvage to a scrap dealer and everywhere in this State there are located scrap dealers who will take this man's car. It is very conceivable that the man may have to pay a fee to a tow truck man to take this car to a scrap dealer but it can be gotten rid of.

Now I've heard that we need all sorts of intricate new equipment to get rid of this automobile but in talking, just by chance this morning, to one of the large scrap dealers in the Harrisburg area, who happens to be in attendance, told me, I can get rid of them. All they have to do is bring them in. Naturally, this man can't afford to go out and get one such car, because it would be too costly to him but it shouldn't be his responsibility either to go get that one car. It should be the owner's responsibility to have that car removed from his property if he's no longer going to use it and it's not doing him any practical good.

Next, we have the people who leave cars on public property. This becomes an enormous expense to local municipalities. The City of Pittsburgh spends thousands and thousands of dollars every year getting rid of cars. I mention Pittsburgh simply because I live near Pittsburgh and our local



association has held meetings with public officials of the City and we have cooperated with them in getting rid of their cars. It is true, that it's very difficult to make anything—usually a business person has to lose when he takes such a car from the City because it's stripped, it is very difficult to tow, and the scrap market available is very low.

Therefore, there's no money to be made but still our association has cooperated with the City in ridding their pound of these cars. However, the city must be given broader rights by the State in getting rid of these cars. They have a tremendous problem of storing these cars. They have run completely out of room. They recently opened a new pound and inside of a month or so it was completely filled. The Legislature must give them broader rights. They must be allowed to get rid of these cars more quickly in order to save space and to keep the cars moving out of their yard.

It is true that many times they tow a car away that is illegally parked, it is a good automobile. But the people come and retrieve that. That's not the one we're talking about. We're talking about the car that is useless. It's pushed perhaps onto a street, the city has to come and take that car in, they have to pay to have it towed in, they have to store it, they have to have a man twenty-four hours a day at the pound to watch over these cars and then they have to go to the expense of selling it. They should be allowed to sell them much more frequently than they do.

Now I think though this problem could be elevated by another act of Legislature. Very often City Officials in Pittsburgh have told us that they go out and pick up a car and trace the serial number. This is the logical thing to do. They trace a serial number back to an owner whose name is on file in Harrisburg. When they reach that owner, the man tells them, "I'm sorry I sold that car a year ago." And he seems like a responsible person and in all probability telling the truth.

What happens? Very simple. The man signed the title, perhaps even had it notarized and gave it to the new owner and the new owner simply put it in his pocket and didn't have it transferred. The new owner has thus saved sales tax which should have gone to the State. He saved a transfer fee which should have gone to the State, and he had a car. But when he decided to abandon it he just pushed it, perhaps just left it along the side of the road or a busy street and the city has to tow it away. They had no record of who he was and of course, these people who would do this sort of thing, are generally very difficult to trace. So the motor vehicle code should be amended to force the previous owner to have the title transferred. It doesn't seem that this would be that complicated when Mr. Jones goes to sell his car to Mr. Smith, it would have to be



Mr. Jones' responsibility to forward the title of this motor vehicle to Harrisburg. This would insure that the State receives their fee, their sales tax, and the record of who owns the car.

Now then from the realm of private ownership of automobiles, we go to what we call in our business the part time wrecker. Let me say at the outset, I am not trying to limit competition which some people may think. We are in the automobile parts business, and yet you see a lot of people who were thought to be in the same type business as we are, who have cars scattered about—perhaps ten, perhaps fifty, perhaps several hundred—but there's nobody around. There's no business, there's no one there full time. If you drive up to the place there may not be anyone there at all. It may be a farm house, it may be a garage, it may be a person who has just a large yard and fills it, and works perhaps in a mill.

I know this is true many places around Pittsburgh. A mill worker has a job, but he's able to get some cars cheap, he lets them set. He does not sell these cars, not because there is no scrap market. There certainly is a scrap market around Pittsburgh. It's low but there is a scrap market. But he allows them to sit because he is not satisfied with the price the scrap dealer is able to pay for his prepared scrap. Therefore, he's going to let it set until the scrap market goes up. The scrap market hasn't been up since 1957 and some of these people have had cars setting that long. Now in most cases, they have not made these people any money. What can be done about them?

Several years ago we appeared before a committee of the combined House of Representatives and the Senate and we said, it's very easy to get rid of some of these cars. How about enforcing some of the laws that you have now?

The first suggestion we made was get them off highway rights-of-ways. Inside about three weeks there was a headline in the Pittsburgh paper, "Department of Highway declares war on salvage yards." So one of our members called up and said. "What's going on?" The answer was, "Don't complain to me, you people made the suggestion." Yet it seemed to bounce back at us.

In addition to getting these places off highway rights-of-ways, we suggested that the State simply have their Sales Tax Investigators check on these places. Now it would be very naive to say these places don't sell anything. They do sell some things, but when a man comes in and buys something for \$5 dollars at night, I guaranteed that 95 percent of the time the State doesn't get their quarter. They don't even know who that man is. They have no record of him. He has no sales tax number. I'm told that it would take a whole army to find these people and to collect the sales

taxes from them. Perhaps that's what's needed though, because it would take a like number to get rid of these people any other way.

Also the State could check Workmen's Compensation Fund contributions. Those of you in business know that every three months you have to send a check to the Workmen's Compensation Fund in the State of Pennsylvania. Likewise, you have to keep Workmen's Compensation Insurance. It is a law. You must keep Workmen's Compensation in the State of Pennsylvania on your employee. How many of these people who have part time employees, who come in once in a while, have insurance on them. Very few of them, I'm afraid.

Next, those of us who are in the salvage business full time are subject to the Bureau of Motor Vehicle title laws. And every once in a while a gentleman comes around and checks our books. This is fine with us because we feel that we run legitimate enterprises and we're not going to buy a car without a title and we're not going to take one in a fashion unless we have a proper certificate of title. Yet these people aren't investigated. I asked one investigator once and he said he did go up to such a place and there was no one around so he left. My opinion is that he should have gone back.

Another thing that we could do is ask for Federal help to check these people for income tax evasion. I don't think there's any doubt that they're not paying income tax. And also if they have any part time help, are they paying the minimum wage? And of course, we must ask the local governments to enforce the zoning laws. None of us is established where there are zoning laws. We can't because possibly it would infringe upon our livelihood. Yet these people violate zoning laws and many times no one does anything about it.

Now this brings us to the full time wrecker, and I'm in this category. We feel that there was a recent bill passed, House Bill No. 10, regulating our industry and I think we may have been one of the first business organizations to go on record in favor of a bill that would regulate us, but we did. We're very much in favor of it. It provides for screening, and provides in some cases with actual removal but if that's what it takes that's what we'll have to go along with.

We feel everyone regards us as a junkyard and yet we're a place of business. We sell to just about anybody who has an automobile, directly or indirectly. Most people don't realize that our industry helps keep your and my insurance costs down because when a car is wrecked — if it's a car that's worth 25 hundred or three thousand dollars — the owner may settle with the insurance company for a sum of about that much. We then buy

these cars for perhaps three or five hundred or even a thousand dollars or more. This helps keep insurance rates down.

In addition to this our association has made very vast strides in cleaning up our own business. We have had state campaigns, our western Pennsylvania group has had campaigns for about four years now to have our people make their yards look like parking lots. This is aside from screening. Our yards can and will help in ridding the country of cars, providing the owner has a legal certificate of title and he is willing to sell it for the price that we are able to pay. I believe it is incumbent upon government to encourage the mills to use more auto scrap. This will insure the market in the future for the old car.

In addition, the government should, frankly, keep after our colleagues in the scrap business to keep up their quality of scrap so that the mills would be anxious to use it. As far as we in the auto salvage are concerned we will definitely take the car that has a legal title and we will help rid the countryside of these cars, providing we're permitted to stay in business, and we will make a vigorous attempt to police our own industry. Thank you, Mr. Chairman.

MR. BODINE

We're very glad indeed to have an express of the opinion from some one in the auto salvage business. I'm sure these recommendations and comments will be useful in our general discussion. I'd like to call on Mr. John M. Eisler, Proprietor of Eisler Nurseries in Butler, for his views in respect to this problem of screening activities from the highway. Mr. Eisler.

MR. EISLER

I want to call your attention tonight when you go over to the Hershey arena, on the upper side you will see an example of screening which was set up by the Pennsylvania nurserymen from around the Hershey area. We have a junkyard and then we have an area which was screened with wrecked cars behind it. We just want to give you a living example of what can be done. Now when you go over tonight, you go to the upper side and come in that entrance and you will see a beautiful screening job as an example of what can be done.

The screening of junkyards, auto graveyards, or similar areas is necessary to preserve the beauty of Pennsylvania. This will necessitate a long range program which cannot be done within a year or two, but will require many years.

House Bill No. 10, which goes into effect January 1, 1967, covers all new junkyards located within one thousand feet of any public highway; except those which are now in existence on the effective date of this new

regulation, and those which may be screened by some natural objects, screen plantings, fences, other barriers which make them invisible from the highway, or ones in industrial areas which are zoned for this type of operation.

The new law provides a fine of \$100.00 payable to the Highway Beautification program, but if they don't make corrections within thirty-one days, they are subject to a \$100 dollar-a-day fine.

The new law provides that the Secretary of Highways shall have the power to screen any existing junkyards closer than one thousand feet from any public highway and in case this is not feasible to do so, he shall have the right to acquire the land as a gift, purchase, exchange of property, or condemnation.

It is recommended that a screen planting should be made to screen unsightly areas along our highways. This screen should be of hardy evergreens which should be planted as outlined herewith.

A screen planting should be no closer than thirty (30) feet from the edge of the pavement in order to curtail the damage from the salt spray. You've all seen dead evergreens along the highways which have been killed by the generous application of the salt. So we recommend that they should stay back about thirty (30) feet especially on the rapid high speed highways.

There should be three rows of trees no less than five feet in height planted in rows no less than five feet apart, nor more than ten feet. The spacing in the rows should not exceed eight feet. The planting in the rows should be staggered. The owner may elect to use any one of the following list of evergreen trees which have proven their hardiness in Pennsylvania: Canadian Hemlock, White, Scotch, or Red Pine, Colorado, Norway, Serbian, Black Hills, or White Spruce, Douglas or Silver Fir. If the planting space is limited in width, a single row of tall growing evergreens such as Cedars could be used and planted close enough so that the foliage interlocks and makes a solid screen.

One opening in this screen planting should be allowed which should be no wider than about thirty feet which would serve as an entrance and exit to the property. This same planting should be extended back along both sides of the property to make a good screen. This planting should be allowed to grow naturally and knit into a solid evergreen screen. And in case of destruction by accident, vandalism, fire, carelessness, or for any other reason which kills or seriously damages the trees, they could be replaced during the next planting season, by the owner, with new trees of the same variety and size as were originally planted. If the oil or gasoline runs down from these old cars behind it and pollutes the soil so



that the evergreens will not live, the soil will have to be replaced at the owner's expense and new plants planted. Now the screening of these existing junkyards, that's going to be quite a problem, especially some that are on a hillside next to a highway. That's one where we're all going to have a tremendous problem unless the State condemns the property or purchases it.

Over our way, just north of Butler, on Route 38 we have one junkyard which has cars parked so you cannot walk between the pavement and these cars. You have to go right out on to the road to get around them. That's how close they put them over our way.

Now, I represent the Nursery Industry here today. The Nursery Industry of Pennsylvania stands ready at all times to assist the State in any possible way to help with this Highway Beautification Program and we will give generously of our time to lend sound advice as to the type of plant material which will thrive in the various areas.

In some of our northern counties it takes plants that are much hardier than those which could be planted down in Montgomery or Bucks Counties because they have certain plants which will grow there and will not grow on the far sides of these mountains in the northern tier. They would just freeze out up there.

The Nursery Industry, one of the fastest growing in Pennsylvania, will produce sufficient plant material to screen all of these unsightly areas in the State providing that some program is established by the Highway Department as to their future requirements. We are unable to manufacture these trees, or other plants, or shrubs, or whatever they want, but can and will grow all which will be required if we know a couple years in advance the approximate quantity which they will want.

Pennsylvania grown plants are winter hardy and will withstand our cold winters and it certainly would be a lot better than one shipped in from Tennessee which lives about one year. Our native Hemlock, the State tree, could be used in many parts of this State, as well as beautiful native White Pine. Above all else we recommend these trees.

The value of the property near these junkyards has been reduced considerably and the owners of the adjacent properties have suffered due to the lower resale value. No one wishes to build a home, or establish a business next to a rat-infested junkyard.

We have laws covering the littering of highways. These should be vigorously enforced. The officers can't do it themselves. We should take the license numbers of the people throwing things out of cars and report them. I think the garden clubs have left some cards out here for us to use. It

would be most beneficial. But you can't expect the police to do it because they're not on the highways. I know around home that some people have been reported. I, myself, have made people clean things up where they've thrown them out on the highway. One of our radio announcers at home takes up that matter every now and then.

Now on the billboards. On Route 8 just south between Butler and Pittsburgh, I see some billboards that are just exactly even with the highway. Now that's up to the Highway Department to enforce the present laws, we don't need any new laws to cover that if they enforce what they have. Because if some of us put a post up and the sign extends clear out to the edge of the cement, I guess they figure they can see them better. Some of them have lights on, but they're very hard to drive against at night.

Thank you for your time.

MR. BODINE

Thank you very much Mr. Eisler. Turning now more specifically to the subject of billboards I would first like to call on Mr. Harold B. Montgomery, Vice President and Director of the Aitkin Kynett Advertising Agency in Philadelphia. Mr. Montgomery.

MR. MONTGOMERY

It seems to me I've heard nothing but billboards being discussed since I arrived at this meeting earlier today.

The regulation and control of billboard advertising is, I guess, the most controversial matter in front of our controversial business these days. It's particularly important now because, for the first time, the Federal and the State government are attempting to enact legislation that will control the quantity and location of advertisements in the major advertising medium. Yet, in spite of this with very few exceptions, no major advertising agency, and no major advertiser, again with very few exceptions, have objected to the passage of this type of legislation. The Outdoor Advertising Association of America in fact, endorsed this when it was first proposed by the Federal government a couple of years ago. Therefore, it's hard to understand what the controversy is all about, unless one examines the nature of the industry and the complexion and the complexities of the legislation itself.

Actually the advertising industry — the outdoor advertising industry — is composed of four major elements. The first is the standard outdoor advertising companies, the large responsible companies that erect the 24 sheet and the 30 sheet, the standard size posters you see in your cities and on the road. While they have endorsed this legislation, these companies object to many of the changes in the criteria that have been proposed by the

Federal government and by the State government in respect to the set back of the signs, the number of signs permitted on any given highway or within a given mile, and regulations of that nature.

There's a second group, a segment known as the roadside advertising companies. This group is composed of a number of companies that erect signs of all sizes, shapes, and forms along the roads and highways of America. These roadside sign companies object to any State or Federal legislation. They believe that all legislation should be vested in the local zoning commissions and the local zoning councils.

The third group that is interested are those companies that have property immediately adjacent to the highways. I'm referring to the hotels, the motels, the bars, the gas stations, and companies of that nature. These companies believe they should be permitted to have signs on their own property, and, of course, they should be permitted directional signs along the highways telling people how to get to their particular property. Finally, there are the hundreds of thousands of independent sign companies and sign painters who will paint a sign on any brick or rock or tree, or anything else that happens to be handy that they have permission to do so. And, of course, these companies also object to any kind of legislation.

Obviously, under such circumstances it is very difficult for the sign business itself to interject or develop any kind of self regulations with respect to the control of outdoor advertising. Yet regulation is required, perhaps in the outdoor medium to a greater extent than in any other medium. For, without the roads paid for by the tax payer and constructed by the tax payer, there can be no outdoor advertising medium. It simply can't exist as a medium. The roads are owned by the people and the people are entitled to some regulations and control over the signs that are so adjacent to the roads.

As a matter of fact, this is the only medium that is actually owned by the people, and the outdoor companies sell a commodity that they do not own. They sell to the field of vision of the people who use those highways, and, therefore, regulation and control is urgently needed with respect to outdoor signs and signs of any nature along the roads.

Now, specifically, what is required?

Well there are several different things that I feel should be given consideration. First of all, what kind of regulations should be required with respect to open or scenic highways along the road, the interstate highways, and the primary roads in the state. In my opinion, all signs should be restricted from those roads. A present Bill calls for a set back of 660 feet along the open and scenic highways. But really, this is meaningless because all you have to do is build a bigger sign 661 feet back. There should be



an elimination of all signs along those roads, if we really want to have true, scenic and beautiful highways.

The second major thing to be considered is this matter of "on premise signs." Now these are the signs that are on the premises of the advertiser, mostly the hotels, the motels, and establishments of that nature. In my opinion, these signs should be regulated as to the size, as to the numbers that are permitted on the property, as to the spacing and as to the set back. I don't believe House Bill 18 takes this into consideration at all.

The third to be given consideration are the so called "travelers service signs." These are the directional signs that we heard something about at the previous meeting. Incidentally, you would be amazed at how many of them there are. There are 63 signs between the King of Prussia Interchange and Interchange 19 which is the turn off to come into Hershey. 63 big billboard signs there, 44 of them are advertising or promoting the motels and things all along, not only in that stretch but as far away as a hundred miles. In my opinion, these should be replaced by informational signs or by folders or by other methods that could be used to give the traveler information regarding these services that are available to them.

The fourth type of sign which should be given consideration by the legislature, are the signs in the commercial or industrial sections. There should be regulations again with respect to the size of the signs that are permitted in those areas, the number of signs permitted, the spacing of the signs. Because the public owns the roads that goes through the urban and industrial, and commercial sections, in exactly the same sense that they own the roads that go through our scenic sections. There should be some control and perhaps a prevention of signs in the modern industrial parks and the very well kept commercial centers in the suburban areas of our cities.

Finally, there should be a definite definition of the so-called unzoned industrial and commercial areas. These are the areas that have no zoning at the present time. In some cases they are occupied by a small plant. There should be complete definition regarding the permission of signs in these areas and there should be complete regulations and limitations again with respect to the size, the number, the spacing and the set back of signs permitted in these areas if they are permitted at all.

Not too many years ago, the advertising business determined that it had a responsibility to the public and in discharging this responsibility many associations were formed. We have an association called the American Association of Advertising Agencies. There's another one called the Association of National Advertisers. There's still another one called the National Association of Broadcasters, and these associations act to try to



protect the American public from poor or misleading advertising. They have their own regulations with respect to the amount of advertising that is permitted and with respect to the content and the quality of the advertising.

They are also assisted by certain Federal regulatory bodies like the FCC and the FEA who also impose certain rules and regulations. But there is no governing body, no association to impose any self regulation and there are no Federal agencies to impose any regulations with respect to outdoor advertising.

Now without some sort of regulations and limitation of outdoor advertising it will continue to ravish the streets, the highways, and the beautiful scenic roads of our State. You cannot expect advertisers and agencies to view this regulation in our competitive society this must be done with the State. I think it's time now that the State did something for the tax payer, I think it's time for action as far as legislation is concerned. Thank you.

MR. BODINE

Thank you Mr. Montgomery for several recommendations in this difficult field. I would like to turn now to Mr. Jack Dunlop, who is proprietor of Crescent Lodge in Paradise Valley in the Poconos who has considered the problem of tourist information from the point of view of the proprietor of the tourist business. Mr. Dunlop.

MR. DUNLOP

It made me very happy to be invited to serve on this panel of a conference on natural beauty, especially concerning control of billboards, junkyards, and litter. All of us are interested in preserving the natural beauty of Pennsylvania.

There are many opinions on the subject of proper control of billboards and junkyards to be considered in order to restore the beauty to the countryside for the traveler and visitor in our great Commonwealth. As a resort operator and an active member of the Pocono Mountains Vacation Bureau, I am very interested in this project. Our organization is interested in promoting Pennsylvania as a wonderful resort area, especially the Poconos. I am in accord with the folks that believe our highways should not be billboard alleys. However, I do believe some signs are necessary to assist the traveling public. Such as, location of service stations, food, lodging accommodations, points of interest and attractions for the visitor to our State.

I agree that something should be done about controlling the billboard and auto junkyards that meet the traveler's eye. These visitors want to see

and enjoy the beautiful scenery instead of a conglomeration of signs, billboards, and auto junkyards. A civic minded group in our area has taken steps to act on this problem. They have reimbursed the owners of land at an intersection for the money they have been receiving for ground rent to put up signs on their property. The work has been started, the signs have been removed, and this intersection is no longer an eyesore. I understand this committee plans to erect and landscape one spot at this point with a sign giving the traveler information as to service stations, food, and lodging accommodations.

The next problem is the unsightly junkyards. In an article by Edmund K. Faltermayer in the July 1966 issue of Fortune Magazine he states that these old auto bodies can be squashed and transported at a small cost and sold to scrap processors for a good return.

We are aware that the Federal and State agencies will have to assist the local communities to regulate and control use of the countryside. The committees should be organized to try and convey the community pride in these projects.

My allotted time is running out and I would like to add that guests checking in at our registration desk complain about the lack of directional information on the roads in our area. Therefore, I would like to suggest that the thought be given to signs or billboards to assist the traveling public. We make every effort to have guests return to visit our area and have them tell their friends of the hospitality to visitors to Pennsylvania.

In closing, I have some suggested recommendations for consideration by the Pennsylvania Department of Highways and the Bureau of Public Roads. No. 1 — That, in lieu of erecting signs haphazardly along our Primary Highway Systems, that areas be provided at strategic points for erection of signs at roadside rests, tourist information centers when you enter the State, and as many other tourist information sites as may be necessary. These sites should include telephone accommodations in order that the traveling public may obtain food, lodging and other services desired.

The Federal government's rules and regulations suggest that, where commercial advertising is permitted in zoned and unzoned commercial and industrial areas, sizes of signs should be limited to 750 square feet. I would recommend that signs in this category not exceed 540 square feet in rural areas and 690 square feet in urban areas. I would contend that permissive outdoor advertising in unzoned commercial and industrial areas should not be applicable to the limited access highways. My reason for this is that protection of the major investment in highways is most important for the permanent limited access highway, whereas, there is little that can be done to prevent development along free access highways. The vast

public investment in modern limited access highways justified more stringent standards.

By concentrating signs in the areas mentioned above, it is my firm belief that the beauty of our highways can be enhanced.

Thank you.

MR. BODINE

I'll now turn the floor over to Mrs. Cyril Fox, Chairman of the Executive Committee of the Pennsylvania Roadside Council. Mrs. Fox.

MRS. FOX

We all realize that, within the past year, there has been a general and national awakening to the vital need to come to grips with the roadside problem, to provide legislative protection for the public's multi-billion-dollar investment in new highways, especially if "America the Beautiful" is ever to be realized and enjoyed in our lifetime.

Speaking as a veteran of the "Battle of the Billboards", after working with well known pioneers in this field at both national and state levels for over thirty years, I will now raise my "Voice of Experience" to direct comments and suggestions to this distinguished audience to what, in my opinion, are the five basic remedies for the "Highway Halitosis" as Gifford Pinchot termed it many years ago, from which we still suffer.

First of all, since misplaced outdoor advertising now defaces most of the primary and secondary highways across the country, regardless of the pious claims of the organized industry that scenery is respected by its members, it is senseless to contemplate the spending of huge sums for highway landscaping until such roadside improvement can be adequately protected.

The outdoor advertising industry has proved conclusively through the years that it cannot, or will not, control or police itself. For example, here in Pennsylvania, over 20 years ago, a naive but well intentioned Secretary of Commerce was persuaded by the billboard industry to participate in a "Voluntary Co-operative" plan. Twenty unusually scenic stretches of highway were selected to be cleared of all billboards, and kept cleared. The State erected attractive rustic signs, to inform motorists that they were entering a "Protected Scenic Area"; while the billboard peddlers around the country immediately began touting "The Wonderful Pennsylvania Plan" wherever control legislation was being considered. Result? After ten years, not a single one of these "Protective Scenic Areas" were free from disfiguring billboards. The "Independents", that Mr. Montgomery referred to among others, moved in new signs or kept up their old ones, regardless, and it was business as usual.



The Pennsylvania Turnpike, and Route 22 from Harrisburg to Easton, even though officially designated by the Act of Legislature as Pennsylvania's link in the transcontinental "Blue Star Memorial Highway", honoring the service men and women of World War II, received the same ruthless degradation. In fact, any of the over 10,000 memorial dogwood trees planted along this highway by the Pennsylvania Roadside Council, the sponsoring agency, which interfered with an unobstructed view of the billboards or tack-signs that promptly moved in, mysteriously disappeared. Highway Departments in other states continue to report the loss of objectionable trees, either cut down or poisoned, and our own Highway Department has experienced similar losses, even along the Schuylkill Expressway.

Hence, my strong recommendation that our Legislature pass, without further delay, the Billboard Control Bill put before it by the Highway Department early in the '65 session, and again in the current Special Session. In fact there's a hearing on it in the House today. As an Administration Bill, requested by the Governor, its fate should be determined by a responsible administration, rather than by the billboard lobby. In Washington, the powerful billboard lobby has demonstrated its continuing strength, at the national level, by devious means. The original "Highway Beautification Act" of 1965, to all sincerely concerned with the problem, left much to be desired by the time it was manhandled by the highway exploiters. And the proposed standards recently promulgated by the Bureau of Public Roads to implement this enabling legislation can only be explained by the customary pressures exerted by the well-heeled, aggressive billboard lobby in Washington.

But fortunately, the states retain their right to formulate and pass much stronger control measures than those suggested as guide-lines by the Bureau of Public Roads. Pennsylvania can, therefore, move ahead at its own pace with desirable roadside development, and adequate protective legislation to insure its future.

True, municipalities could provide the desired results through the local zoning ordinances. But here, too, experience proves that even the best of zoning ordinances are only as effective as the local administrative board construes and enforces them. The American Association of Planning Officials, several years ago, sounded the alert as to what happens to zoning controls when the highway exploiters infiltrate local government. The Outdoor Advertising Association of America has itself spelled out to its members, in a special hand book, the need to get on planning and zoning boards, and I quote, "in order to block any billboard control efforts." And wives were urged to join the garden clubs for the same reason. And, of course, it was recommended that as many, and again quote, "free billboards as possible be given to all public-supported organizations and also to candidates



for public office.” Quote — “Their thank you letters are invaluable in impressing and influencing legislators whenever any control legislation comes up.” “Timeo Danaos Et Dona Ferentes,” — Beware the Greeks bearing gifts is a good reminder to all do-good organizations as well as for political candidates, who accept such “favours,” especially, in view of the fast growing resentment against such abuse of public highways.

Now the General Assembly recently passed H. B. 10, the bill restricting the establishment and maintenance of junkyards along highways and providing for screening them from view. I quote from Section I of this Act: “The General Assembly finds that it is in the public interest and for the public welfare to regulate the location and the maintenance of junkyards adjacent to the highways of the Commonwealth in order to promote the safety, convenience and enjoyment of public travel; to preserve the scenic beauty of lands bordering on such highways and to protect the public investment of such highways.”

Now I’m asking, should not this highly commendable reasoning of the General Assembly now be applied without further delay to the solution of the far more serious highway litter problem? — The ubiquitous billboard? As I see it, there can be but one answer — A resounding Yes! And I hope you agree.

MR. BODINE

Before turning the discussion over to the floor, I have had a telegram delivered to me which I will read and I have also been requested by a direct request of the Governor to recognize first a spokesman of the outdoor industry. I’ll first read the telegram.

“The Outdoor Advertising Association of Pennsylvania representing Standard Outdoor Industry protests the unfair composition of Panel No. Six, whose function it is to make recommendations concerning billboards. Panel No. Six fails to include a single representative of our industry, but includes persons who are known to be outspoken opponents. We submitted a written protest to Governor Scranton on July 8, but opportunity to participate in panel planning presentation and deliberation has been denied. Instead an industry spokesman has been allotted a five minute rebuttal period from the floor.

“The outdoor industry and its employees are most vitally interested in any discussion concerning control of outdoor advertising and its representatives have been included in panels in other Federal and State Conferences on natural beauty. Governor Scranton’s refusal to recognize the interest of this legitimate industry is shamefully unique, shockingly unfair and completely un-American. As a result, the panel’s recommendations will be meaningless. You are requested to read this telegram at today’s

open session of the panel and incorporate its contents in the record of your proceedings. Copies have been distributed to the press and will be delivered to the Legislature. Don C. Nokes, President.”

Mr. Tocker, you are recognized here for five minutes.

MR. TOCKER

I am President of the Outdoor Advertising Association of America. I was invited by Governor Scranton to attend this meeting and I was advised by a telephone communication from the coordinator of this Conference to suggest recommendations by way of Pennsylvania's implementing the Federal Highway Beautification Act of 1965.

I don't propose within the five minutes period allotted me to challenge the statements that need correction. I will confine my remarks, Mr. Chairman, to the recommendations that I understand this gathering desires by way of a program to be put into effect.

I participated in the White House Conference on Natural Beauty. I was a panelist and that Conference adopted a recommendation that all billboards adjacent to the entire Federal Interstate and Primary Systems should be eliminated except in commercial areas. Pursuant to that recommendation of the White House Conference, President Johnson dispatched a bill to Congress which in effect provided for the elimination of all billboards along the entire Federal Interstate Primary System except in commercial areas, zoned or unzoned.

I represent the standardized outdoor advertising industry, of which the Outdoor Advertising Association of Pennsylvania is a state affiliate, composed of men who handed down their business, some of them from fathers to sons to grandsons. We support that bill and I might say, that is considerably more than some of those who are now indulging in the self-righteous consideration of that law.

I would like to add further that under the terms of that law there is some action that the State of Pennsylvania must take in order to avoid being penalized by the loss of ten percent of the Federal aid apportionment allotted Pennsylvania. But let us first put this matter so far as standardized outdoor advertising medium is concerned in its proper prospective. Let's understand what we are talking about:

Under the Federal Highway Beautification Act, 265,000 miles of interstate and primary system is involved. The law completely eliminates in any form or fashion signs, displays or devices along all of that system except fourteen percent which is in a commercial area. So, to begin with, we're talking only about fourteen percent of the entire mileage. There's no point

in prattling about billboard alleys along the entire system because the law has accomplished the purpose of eliminating that. We are now talking only about the business areas, the commercial areas, or fourteen percent of total mileage. The law does not apply to on-premise signs through no position that we took. The law simply excludes any control over on-premise signs. I just returned from a meeting of the National Advisory Committee on Highway Beautification and we were told as a result of the inventories that were taken in all of the States the off premise signs in commercial areas represent only ten percent of all the signs, displays, and devices in that fourteen percent area. So what we are talking about is ten percent of all the signs on fourteen percent of the entire Federal Interstate and Primary System.

What does the Federal law do? It provides that only directional, official, informational and signs of that type are to be permitted on the system. The Federal law has a very important additional provision. That provision reads: "in order to promote the orderly development of outdoor advertising in commercial areas, the secretary is required to enter into an agreement with a state; developing criteria with reference to size, spacing and lighting on those structures located in commercial areas. And further that the state is to enter into an agreement with the Secretary of Commerce defining an unzoned commercial area in that state." I repeat, the law gives the Secretary of Commerce the power to promulgate national standards insofar as official and directional signs are concerned, insofar as informational signs are concerned, and insofar as signs adjacent to public lands are concerned.

The Federal Highway Beautification Act of 1965 does not give the Secretary of Commerce the power and authority to promulgate national standards with reference to signs located in commercial areas. That authority was sought and Congress expressly rejected it. So Pennsylvania has an obligation to perform under this law, Mr. Chairman, and that obligation is to determine what is customary in the State of Pennsylvania regarding size, spacing and lighting and to enter and to negotiate and enter into an agreement with the Secretary of Commerce to effectuate that. . .

MR. BODINE

Mr. Tocker, you have been talking for seven minutes. While I'm sure in the interest of fairness and full discussion of this important question there might be some argument for your continuing, I think there may be others in the room who would like to express themselves on this issue, or possibly some of the other issues before the panel. I believe I have complied with the request which was handed to me by the Governor in this regard. I, therefore, must ask you to terminate your presentation now and to ask whether others in the audience would like to be heard. I appreciate very much your willingness to participate to this extent.

MR. TOCKER

Thank you, Mr. Chairman.

MR. BODINE

Are there others who would like to be heard?

My name is Russell Seibert, I'm director of Longwood Gardens. I would like to call your attention to a billboard on the Pennsylvania Turnpike about six miles east of the Morgantown exit. It's a sign that obviously was put up by one of our well known motel chains, and it says "45 miles to Media", which is a place far away from the Pennsylvania Turnpike. It further says, "Brandywine historical area — Longwood Gardens Winter Tour." I'm sorry to say that permission was not given to whoever was responsible for putting up those signs and my question is — Is there no way in which non-profit foundations, tax exempt foundations, are to be protected from this type of advertising?

MR. BODINE

Does any one on the panel have any comment on this question? If not, we'll record your question Mr. Seibert. As no one here has an answer maybe someone else does? Next question. . . .

Unknown

Mr. Chairman much has been said about highways and the interstate system. I represent the County of Allegheny as a member of its Planning Commission and I would like to say a word on behalf of the recommendation that has often been made to give some agency within the Commonwealth, some control at least over the problem. I don't think I'd like to come to a meeting of this kind and advocate the elimination of an industry. I don't think that's our intent, but there are many highways within a county where there is no local control at all, or at least local officials don't exert it.

When I was a child they built a magnificent boulevard, one of the first in the county. The tax payers spent \$397,000 dollars to beautify that highway and just two years ago, without any word to anybody, the billboard men came with electric saws, or gasoline saws and chopped down at least six beautiful trees and the only way it was stopped was from action by housewives, mothers, and children, who had to come out and picket the place. There was neither a borough agency, a county agency, or a State agency, that would interest themselves or take any part whatever to stop cutting those trees down. And really when you think of it, it takes a life time to enjoy a tree.



Another example concerns a great highway where the tax payers built an airport parkway to connect into the Penn Lincoln Parkway developed by the Commonwealth. Before the highway was officially opened there were 32 billboards erected. There's a great billboard located on the hillside in the Mount Washington section of the county, and different advertisers have used that. But it seems that the public boycotted the product that was advertised, so now they don't advertise commercial products any more. They advertise civic light opera, the fight against cancer and all such things. All I would like to see is that we recommend that some agency within the Commonwealth have some control over this kind of activity that doesn't involve the interstate highways but those roads right in our neighborhood. Thank you.

MR. BODINE

Who is next?

My name is Larry Kline. I'm the President of the Pennsylvania Auto-Truck Salvage Association. First I would like to talk to those who would like to stamp out the so called junkyards — and I use that term because that's the way it's referred to in the Federal Act.

The auto wrecker is a person who belongs to the same public, civic and fraternal organizations as everybody else in this room. He operates within the limits of the law and decency and performs a vital public function.

I would like to direct my next remark to Mr. Eisler and remind him that under the terms of the Act screening is not limited to evergreens or arbor vitae but to any substantial translucent object. Our industry is giving serious consideration and experimentation to plastic substances which can be interwoven into cyclone fences and are permanent. They are very attractive and also come in fiberglass sheets. We are considering these as well as evergreens in our program of screening.

Also in House Bill 10 suitable provision has been made for grading where junkyards are situated on hillsides to help effect screening of these where practical. Also in similar trouble spots where it is impossible to screen junkyards, the highway itself may possibly be screened by erecting a suitable screen across the viaduct or what have you, to eliminate this eyesore. Also in regard to your remarks sir, about "rat infested junkyards": through my years in the business I have never met a rat that survived on a diet of steel. We have found that most of our rat problems come from surrounding homes and businesses, or restaurants. Rats just don't seem to find steel a hearty diet, sir. Thank you.

Unknown

May I echo Mr. Kline's comment insofar as rats are concerned. I believe Mr. Eisler overstepped a little bit and I was going to comment on this too.

I've had many people complain about the cars by itself, but none of them ever claimed they were bitten by a rat.

Unknown

I think we need to get back to the litter problem for a just a moment.

MR. BODINE

Would you care to state your name?

My name is Voight and I live in the Harrisburg area and I want to ask Mr. Seed what we can do about a particular instance of tender loving care on the part of a large utility and an agency of our Department of Defense in protecting a litterbug.

This happened this spring. I was going to my office in town and just off the paved highway, on the property of a corporation were five large paper bags of garbage. The garbage bags yielded envelopes containing names and addresses of persons, employees of the Defense Department, who were corresponding with a utility company. I complained to the commanding officer's office in the Defense Agency — "We'll take it up — We'll let you know what happened." Except for some gobble-de-gook, what can be done about situations like that to persuade the owners of property, even big corporations, to take a hand in reducing the activities of the litterbug?

MR. BODINE

Mr. Seed, do you have some comment?

MR. SEED

It seems to me that you'll find most Federal or State agencies or large corporations have a certain sense of responsibility when it comes to matters of that character and I would suspect that if this was taken up with the proper authorities or the proper supervisor and, if necessary, go to the very top in the case of the Department of Defense, you would get results.

The Department of Defense is a member of our Advisory Council, and certainly subscribes and supports our program very thoroughly. The shocking incident that you mentioned probably should have been brought to the attention of the proper authorities. I might just say in passing that no group in our economy takes a dimmer view of the litter problem than the business and industrial firms of this country. I know this to be a fact because they were the ones that originally sponsored the formation of "Keep America Beautiful" and are supporting this program.

MR. VOIGHT

Mr. Seed . . .

MR. BODINE

Make it brief Mr. Voight.

MR. VOIGHT

I will, very brief. My communication personally, oral, was with the Vice President for Legal Affairs of the corporation involved. I don't think I could have gone much higher than that, unless I had gone straight to the President.

Mr. Chairman, my name is Samuel L. Abrams. I am a scrap processor. Now, in all these presentations I haven't heard a clear definition of a scrap processor. All I've heard is junkyards. If it's important enough that the General Assembly saw fit to make a definition and clear distinction of a scrap processor, a distinction between a scrap processor and a junkyard or auto salvage yard I feel that I couldn't sit here without saying that there is a vast difference between a scrap processor and an auto salvage yard or junkyard.

I would like all these people here to go out and have a better understanding of what a scrap processor is. I know I can't talk more than about a minute or so, but I want you all to know that a scrap processor has a multi-million dollar operation in equipment. A scrap processor prepares all these auto bodies. Contrary to what Mr. Toder said, the scrap processor will go out and get automobiles. My firm processes twenty to thirty thousand cars a year in addition to a lot of other scrap. So there is quite a distinction between scrap processor and junkyards and the fallacy is that you throw everything into junk, whether it's trash or garbage. Everything seems to be junk around here.

I want you all to know there's a vast difference between a scrap processor and an auto salvage yard or a junkyard. We have a trade association representing fourteen hundred member firms. We have twenty-five chapters throughout the United States. We have three chapters in Pennsylvania and we were interested in beautification way before Washington was interested in national beautification. We want you all to know that we are here to cooperate. We will process every automobile that is available as long as there is a market. Washington is now recognizing the importance of this and have sponsored research in this field. They have spent millions of dollars finding new uses for scrap. Thank you very much.

MR. BODINE

Thank you sir. Now we have time. We have time for one more comment. It's just a few minutes before our hour of adjournment. Yes sir — Mr. Kuntz, I believe.

I am Chester Kuntz, Executive Director of the Regional Conference of Elected Officials. I know that this Conference cannot cover every aspect of control, but if all of the things that have been talked about were completed to your complete satisfaction, we might still fail to enjoy the results if we don't do something to control the pollution from the automobile itself. I would like to recommend that this Committee consider including the control not only of effective devices on the automobile to control that, but the follow up inspection and implementation of that type of control.

MR. BODINE

The time has come for our meeting to adjourn. Before closing it I would like to express my appreciation to the cooperation we've received from the panel, from Mr. Von Hausswolf, our able advisor and staff assistance and to the work that's gone into this Conference to make our panel available for you all and also for your interest and support. Thank you very much. Our meeting is adjourned.

PANEL REPORT

THE PANEL ON ROADSIDE CONTROL WAS CONCERNED with three serious threats to highway beauty — litter, junkyards and billboards. As all highways are built with public money and are provided for public use, the Panel is convinced that the public interest in highway amenities should prevail over any private interest which might use lands adjacent to the highway right of way to impair or destroy those amenities.

Our first concern is with litter. Here it is not private profit, but private carelessness, which destroys the beauty of our highways. Litter is a hazard to safety and health, promotes the risk of fire, and results in the expenditure of large sums of public money for clean up. To correct this, we have three recommendations. First, a continuous program of public education, especially in schools, on radio and television, to stimulate pride and responsibility for more attractive surroundings. Second, the placement of more roadside litter containers at the right places, frequently serviced, and more noticeable and accessible to the traveling public. Third, stricter enforcement of anti-litter laws and more systematic arrests for violations. All persons observing litter violations should report them promptly to the police.

From our audience came suggestions that property owners be required to clean litter from their land, even though strewn there by others, and



that truck tire retreads are dangerous examples of roadside litter and should be promptly removed.

Our second area of concern is junkyards. The panel recognizes that late model cars inoperable because of collision damage are an important source of spare automobile parts, and therefore, the salvage value reduces insurance costs; and moreover, while awaiting complete dismantling, they must be stored somewhere.

Our panel believes that damaged late model cars pose a different problem from old obsolete models which are abandoned at random, as well as those stored in small junkyards which are often not operated on a full-time basis.

Regarding abandoned cars, we recommend that local government forbid the casual storage of such cars on private property and further that the State give broader powers to municipalities for their confiscation and sale. In addition, stricter rules should be promulgated to enforce the recording of title transfers which would help trace the owners of abandoned cars to facilitate police action.

Regarding junkyards in general, we recommend the following stricter enforcement of laws now on the books, such as adherence to local zoning ordinances, enforcement of sales and income taxes, minimum wage regulations, and workmen's compensation laws. Cars stored on highway rights of way by junkyard operators should be evicted promptly. Regarding the final disposition of old wrecks, an increase in the price of scrap iron, perhaps, through a subsidy, would help to expedite disposition during extended periods of low prices. Better scrapping practices to raise the quality of scrap should be investigated. To implement this, we recommend that efforts be made to obtain Federal support for a research project to study new technologies for scrapping old cars, bearing in mind that many of them are stored far from large industrial centers.

A new Pennsylvania statute provides for the screening of junkyards adjacent to all Federal-aided highways so as to make such facilities invisible from the right of way. Fencing and plant materials used for screening should be aesthetic to the eyes of the passing motorist, and all plant materials should be indigenous to the area.

The third main concern of our panel is with billboards and outdoor advertising. Unlike advertising in the mass media, a billboard gives no collateral return to the reader, yet without the heavy investment of taxes in highways, there could be no outdoor advertising. This industry has so many different elements — large and small — that our Panel does not believe it can regulate itself. We believe State regulation is required and justified.

Our Panel has a number of recommendations. First, we recommend that in rural and scenic areas all billboards be forbidden that would be visible

from all Federally-aided Interstate and Primary Highways. Second, we recommend stringent regulation of all on-premise signs in rural and scenic areas. Third, we recommend that billboards and directional signs advertising services to the motorist, such as food and lodging, be placed in attractive landscaped centers, with telephones, so that tourists may obtain the information needed. Guide books containing tourist information could also be distributed from toll booths, roadside rests, and other pull-off information areas. Fourth, we recommend that a clear definition be established for a rural or scenic area where billboards would be prohibited and a commercial or industrial area where billboards would be regulated and that the distinction between these two types of areas be made by State statute and not be established solely by local zoning, which is often ineffective. Fifth, we recommend that even in industrial and commercial areas billboards should be prohibited along all limited-access highways and in particular in industrial parks. Sixth, on the current legislative front, we strongly urge the enactment of the Billboard Control Bill, proposed by the State Highway Department, and that the State exercise its power to promulgate much stronger regulations than those now proposed by the Bureau of Public Roads. Finally, we recommend consideration of a system of licensing billboards where they are permitted, the proceeds to go into the Highway Beautification Fund.

A public highway is built with public money for public use and enjoyment. Strong measures are required to assure that no private interest impairs or destroys the amenities of these public facilities.

# PROTECTION AND RECLAMATION OF MINING AREAS

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Chairman — DR. RALPH W. MARQUIS, *Special Asst. to Deputy Chief*  
Forest Service U. S. Department of Agriculture

David Benjamin  
*President*  
Benjamin Coal Company

Tom Bigler  
WBRE-TV  
Wilkes-Barre

Dr. H. B. Charnbury, *Secretary*  
Department of Mines and  
Mineral Industries

Lewis V. Morgan, *Chairman*  
Citizens Joint Resolution Committee

C. Howard Hardesty  
*Vice President & General Counsel*  
Consolidation Coal Company

Dr. Wilbur W. Ward, *Professor of Forestry*  
The Pennsylvania State University  
*Dr. Ward's paper was*  
*presented by Prof. R. A. Bartoo*

## PANEL STAFF ADVISOR

James M. Cunningham, *Director*  
Bituminous Conservation and Reclamation  
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Chairman DR. RALPH W. MARQUIS

Will you please be seated as soon as possible as I would like to get started with our discussion.

I hope that you will complain loudly if you cannot hear any of the speakers. Though it may seem to be impolite, it is much better to do so and we will appreciate it. I am going to comply with the advice of our Conference Director, Jack Davis, and make my supplementary remarks and my introduction very brief. We are a little late in starting and we do not want to have any more time stolen.

I do want to correct one grievous error. You will note in our program, following the names of the panel members, a notice of adjournment following the close of this session. The printer, in his anxiety to get us out of here at 4:30, substituted this notice instead of the name of our Panel Advisor. I want you to know Mr. James Cunningham of the Department of Mines and Mineral Industries has been extremely helpful in that capacity.

This Conference and this Panel on The Protection and Reclamation of Mining Areas has been given a challenge by our Governor which has been answered by Chairman Masland as printed in the program.

In some ways, I think our path is easier than that of the other panels. We are working with tangibles. We know what our problem is. We know

what created our problem. In our panel discussion today, we are not called upon to attempt a justification of what has happened in the past nor are we here to point any fingers of shame. What has happened in the mining areas is a logical and expected result of our system of free enterprise in which the rights of the individual have been dominant. Today, there is developing, notably in the areas of natural beauty and other aspects of our environment, a social conference which threatens or promises, depending on how you look at it, to place social welfare in a position of greater need than individual interests. This does not make ours a police state. It simply is hired to protect us against ourselves. Our responsibility here today is clearly to consider the legal, the institutional, the organizational and the technological devices that can stop the disfiguring and endangering of our surroundings through the mining of coal, and to remedy the insults to our senses that come from past practices. That is our job and I propose that we get on with it.

I will introduce our panelists just before their presentations. Our first subject is "The Elimination of Surface Subsidence." Speaking on that subject is Mr. Lewis Morgan, Chairman of the Citizens Joint Resolution Committee of Scranton, Pennsylvania. Mr. Morgan.

MR. LEWIS V. MORGAN

Thank you Mr. Chairman. I would also like to extend thanks to Dr. Richard Meyer from the Western Pennsylvania Anti-Subsidence League who is, while I'm making the presentation, going to try and show you slides of what we consider areas of damage and problems.

The Citizens Joint Resolution Committee is a non-profit organization encouraged by local, State and national organizations, such as the PTA, Veterans of Foreign Wars, Central Labor Union, etc. The Committee has presented a synopsis of its entire campaign in a pamphlet entitled "The Struggle for Survival." Copies of this pamphlet have been sent to public officials since September of 1965. As Chairman of the CJRC, I hope copies will be made available to the citizens attending this seminar. In it we have attempted to present our viewpoint of the ravages of past mining practices, and the problems we have inherited. We are planning wonderfully well for the future, but this Committee is also concerned with the human need of our citizens today. We cannot here expect to apply diagnosis and a cure-all for events that have been happening for more than a hundred years, however, we can make suggestions as we have been doing since September of 1962.

Governor Scranton and President Lyndon B. Johnson have made an auspicious beginning. Laws have been initiated. However, we are quite concerned that the progress in the buying of subsidence damaged homes



under urban renewal laws have been very, very slow. Our citizens are living in uninhabitable homes and under hazardous and unbelievable conditions. The CJRC Campaign officially began in March 1963. We then asked that a master plan be set up, and also an emergency fund, to take care of these homes. There is room for improvement in laws that have been enacted and there is room for more laws.

During April of 1966 we were told that the Urban Renewal Law is not a vehicle designed to cover subsidence damaged areas. Then let us make it one. It is my understanding that the State Law is more liberal than the Federal in this respect. We will attempt to condense our opinion of what may be done to improve our present plan for protection or reclamation of mining areas. The problems we viewed in the soft coal area, as a guest of Dr. Meyer, are similar to our problems in the anthracite area, but our problems are more advanced than those of the soft coal area.

Under the Urban Renewal Laws there have been unwarranted and unexplained delays in taking of properties. Citizens have been waiting since 1955 and 1961 in our area. This law could be amended and improved by the following:

1. Changing and making it as liberal as the State law.
2. Changing the test of application of this law relating to homes from "constructurally unsound" to "unhabitable and unsafe."
3. The \$15 hundred dollar allowance to repair homes in community renewal areas could be increased and allowable earnings improved. With this provision, it will then be possible for caved homes to be repaired.
4. Improve emergency procedure on taking of homes to shorten time element when a clear hazard to health and welfare exists.

#### *Mine Cave Insurance*

Citizens cannot afford even reduced premiums in hazardous areas. We suggest that a Joint Federal and State Fund be set up similar to the fund provided under Mine Drainage Act 87818, that protects the coal operators. Blanket coverage could be taken by local governments, thereby stabilizing the area and protecting all owners of property.

#### *Under Mine Gases*

Mine gases emanate from fires burning in mines and from mine refuse dumps. We recommend as follows:

1. All agencies of government concerned coordinate and standardize methods and equipment of detecting mine gases.
2. That levels of tolerance in homes should be established. These tolerances must be more restrictive than industrial levels because longer expo-

sure time and children are involved in exposure to these brain damaging gases.

NOTE: Someone from the floor interrupted the speaker at this point and asked, "What brain damaging gases?"

Carbon dioxide.

Chairman MARQUIS

Dr. Meyer, would you just as soon wait until Mr. Morgan has completed this? Thank you.

MR. LEWIS MORGAN

3. An over-all report on mine fires and burning coal dumps should be made available to the public by way of the newspapers, television, and other mass news media.

4. We would suggest that the Appalachia Act be amended and the following sentence that was deleted from final draft of that Bill be reinserted. That sentence was as follows: "The Secretary of the Interior is authorized to repair damage caused by mine subsidence." This authorization would allow the Secretary to conduct such activity throughout Appalachia on a scope greater than provided under existing legislation. This was from report HR 11946, July 31, 1964. The CJRC suggested during March of '63 that a master plan be drawn and an emergency fund be set up on subsidence problems of the anthracite area. The same could be done for the soft coal area.

### *Mine Waters*

1. The feasibility of spending tremendous amounts of money on mine flushing programs should be reviewed. Engineering reports I have read stated that flushing, to be successful, must be from the bottom vein upward.

2. Establish ways and means to control the level of underground mine water and make a complete study of possible reuse of water for other purposes. The changing level of underground mine water is a contributing factor to subsidence. There is also a critical need of water in the east.

### *Laws*

The Soft Coal Act protecting citizens from cave damage should be strengthened in the following respects:

1. The cost of enforcement of protective clauses should be placed on government instead of on private citizens.

2. The ten year restriction on cave damage liability must be lengthened. No damage to homes in the anthracite area occurred until thirty years after mining had been done.

3. Laws should be enacted governing building permits and types of buildings allowed to be built over mined out areas.

4. Coal operators who own both the coal and the surface should not be allowed to sell land until it has been made safe after removal of coal.

In closing, let me remind you, the costs of partial reclamation of mining areas in the anthracite area alone have been estimated at between two and fourteen billion dollars. It is likely that more properties will be damaged by subsidence due to the rise and fall of mine waters and constant erosion of remaining pillars of coal.

Chairman MARQUIS

Would you like to continue now Dr. Meyer while we're on the subject?

DR. MEYER

The most important thing to come out of this is the matter of finding out how to build over mined out areas. This picture is an example of a new development being built over an area which has extensive subsidence. We do not know if this development should have been allowed on areas that have been recently mined out. I would like to see the mining companies cooperate in a study to determine where building can be permitted over a mined out area.

Mr. Morgan is not a professional in any sense of the word, but he is the best on mine sites we have ever had. I would like to have a hand of appreciation for Mr. Morgan's efforts. Thank you.

Chairman MARQUIS

Thank you Dr. Meyer, and thank you Mr. Morgan. As you can see this problem of subsidence involves a good deal more than natural beauty, but it is difficult to separate them and it certainly has a relationship to natural beauty. About the only way to get away from the problem, I guess, is to stay away from the mined areas or fill them in or do something like that. We had some good recommendations from Mr. Morgan.

Our next subject is the Disposal of Refuse from Mining Without Detraction from Natural Beauty. Mr. Howard Hardesty of the Consolidated Coal Company was originally scheduled to present this paper but unavoidably he has not been able to come to the meeting. He has sent a wonderful substitute in Dr. Gerald Barthauer, who has very recently been advanced to the head of the Conservation Department of the Consolidated Coal Company in Pittsburgh. Dr. Barthauer.

DR. G. L. BARTHAUER

Thank you. Mr. Hardesty asked me to express his regrets to all the people that he couldn't make it but, as you may know, we are in the process of becoming part of an oil company.

My subject, as the Chairman has stated, is "Disposal of Refuse from Mining without Detraction from Natural Beauty." Now just to clear up any matter of semantics we want to make sure that we're all talking about the same thing. We hear "gob piles" and we hear "slate dumps" and we hear "refuse piles," but in this case we're talking about the same thing. Now when I refer to "refuse piles," I'm talking about "gob piles" as we know them — at least in the western part of the State.

Mine refuse is produced when raw coal is separated at a coal preparation plant into clean coal and refuse. The amount is highly variable but it can run as high as 30 to 40 percent of the total raw coal to the preparation plant. Millions of tons of refuse are produced each year and must be disposed of cheaply, and as you people can appreciate, in a manner which ultimately will have no effect on the beauty of the landscape.

Mine refuse consists of various-sized pieces of rock, shale, sandstone, and of course, very high ash carbonaceous material. Research is underway, attempting to reduce the total volume of this refuse by recleaning the coarser sizes after crushing. If this research is successful, it will diminish the total amount of material to be disposed of; however, even if one takes all of the carbon out, there still will be a very sizeable amount of refuse, millions of tons which is suitable for nothing but land fill.

In most cases in Pennsylvania, the terrain in the vicinity of the preparation plant is very hilly. It consists of valleys. Industry practice at the present time is to dispose of this mine refuse by packing it into these valleys. This practice levels the area and turns it eventually into a more useful piece of land. Under the present air pollution laws, certain procedures are required in terms of layering and compacting this refuse to prevent spontaneous combustion. Consequently, it is usually layered and compacted by rolling.

After the mine refuse area has been completely filled to a predetermined level, complete reclamation can be accomplished by planting trees and grasses. Usual trees which thrive in this type of soil are the pine and locust varieties. These can, of course, under ideal conditions, be harvested in future years and help support the cost of the land reclamation. Grasses include crown vetch and alfalfa.

The use of this reclaimed land for the grazing of cattle is also done in many places — unfortunately, not many places in Pennsylvania. This also helps support the cost of disposal and reclamation. Certain types of cover,



such as trefoil, provide an ideal habitat for wildlife. Thus, in general, it is potentially possible to use the mine refuse to perform a useful function by turning unuseable hilly terrain into useful level areas.

While the disposal of mine refuse does not present as serious a problem as reclamation of strip-mine areas, the same general types of solutions apply in both situations. These solutions include the filling in of either man-made holes or natural depressions or valleys with waste rock in order to reclaim the land and bring it to a state of greater usefulness to the community. The reclaimed land is then available for use by industry, for recreation, and for agriculture.

Since I put these comments down on paper, there has been another development so far as mine refuse is concerned. Within the last week the Office of Coal Research has announced the awarding of a contract in the amount of about 400 thousand dollars to Dorr-Oliver, Incorporated, to see whether, in this case, anthracite culm can be used as a good roadbase material. We wish them every success in this endeavor. If they can do this, of course, then we can transform our waste material into another useful product. Thank you.

Chairman MARQUIS

Our next speaker is David Benjamin, President of the Benjamin Coal Company.

MR. DAVID BENJAMIN

During World War II the demand for energy in our war efforts created a tremendous demand for bituminous coal. It was during these years that the stripping industry really came of age.

During most of this period production was the key word. The promotion of the security of our country seemingly was the important factor — any needed or desired restoration could be postponed to a later date, after our enemies had been defeated.

This postponement was terminated on May 31, 1945, when Governor Edward Martin signed Pennsylvania's first strip mine restoration law, a law known then and now as the Bituminous Coal Open Pit Mining Conservation Act.

Since that date the Act has been amended at practically every session of the General Assembly — refinements, clarifications, the addition of needed and desirable restoration features. The last of these came in 1963 when Governor Scranton approved amendments which made Pennsylvania's law "The toughest strip mine law in the Nation." Industry recognizes the desirability of this law.

The restoration now required, conscientiously followed by the operator, rigidly enforced by the Department, should have no permanent detrimental effect upon the natural beauty of the Commonwealth. Any unsightliness created during the actual mining process — mounds of raw earth in an agricultural area or a slash in a wooded hillside where least expected — should be accepted for what they are, signs of a legitimate business activity, an activity making a substantial contribution to the economic well-being of the community, the State and the Nation. They should be recognized as only temporary conditions, conditions being corrected as the mining progresses, to be completed when the mining ceases. Planted with trees, shrubs or grasses, in a few short years all visible evidence of the mining should disappear, the areas having again been restored to a useful purpose, being again aesthetically pleasing to the eye, again to be used by man to serve man.

The cost of this desired, and required, reclamation is high and the industry has been burdened by the entire cost. Our restoration has been demanded by the public, and we in industry recognize that the public should support industry in obtaining compensation sufficient to offset the costs of our complying with the demands of the public.

The primary user for the coal produced by the open pit method is the electric generating industry. Currently the electric generating industry in Pennsylvania is seeking rate reductions in order to expand their sales; therefore, we appeal to the electric utility industry and to you the consumer of their product, that consideration be given to increase the price of coal instead of reducing the electric power rates — thereby offsetting the costs of restoration and prevention of stream pollution in the Commonwealth of Pennsylvania, and at the same time provide a product at a lesser cost than can be produced by other methods.

It has been noted from reviewing the summary of the President's Conference on Natural Beauty that many representatives of the public have asked the question as to the cost of such a conservation program. In Pennsylvania, based on present production, industry has estimated the overall cost of the conservation program to be \$12,000,000 per year. Spread out over the entire population of Pennsylvania, this estimated cost would be approximately \$4.00 per year for each family of four in the state, or roughly one cent per day per family of four. Is this too high a price to pay for a continued source of cheap coal to provide resources and conserve our natural beauty from the effects of present and future mining?

Insofar as the detrimental effects of open pit mining performed in the past, I feel that any attempt to place blame or responsibility on the landowner, operator or Government will accomplish nothing and I would rec-

commend that an action program be initiated at public expense to correct the mistakes of improperly regulated mining performed in the past.

#### Chairman MARQUIS

Our next subject is "Revegetation of Areas Affected by Mining." Dr. R. A. Bartoo will substitute for Dr. Wilbur Ward, who was originally scheduled to present this paper.

#### DR. R. A. BARTOO

The program says I was to read Dr. Ward's paper. Our Committee Chairman said we would not be allowed to read a paper. I assume then that this lets me have license to say what I please. I think I can very briefly, in the one and three-quarters minutes that I have, summarize where we are with respect to this problem of revegetating strip mine areas and other disturbed land surfaces, recognizing that the problem is not restricted alone to the disturbance of surface areas by coal mining.

With respect to revegetation, I would say that at the moment, our technology has shown rather remarkable progress. We have learned a lot of things in the years that we have been doing a little bit of research. I must say, at the same time, that perhaps we have not made as much progress in the economics of revegetation. We can get certain plant materials to grow but, in many cases, the costs have been a little bit out of line, a little bit more than we would like to think of in the terms of producing, for example, profitable crops of timber on strip mined areas.

But much has been accomplished. I can't say where we stand exactly with it but, generally speaking, we're probably somewhere around 60 to 70 percent successful on areas in the bituminous region, and perhaps we have accomplished something. I say we because our success may be either by artificial planting or by nature helping out a little bit with natural seedling by perhaps 20 to 30 percent. I know there are some areas where it appears that nothing has been done but really we have made quite a lot of progress. I think that one of the things that we have finally realized is that revegetation alone or revegetation for each and every disturbed area may not be the answer. I think we have learned to broaden our perspective a little bit. We, as foresters, have been prone in the past to plant trees everywhere we saw a vacant spot. We're learning that this may not always be the thing to do. I'd like to give just a few recommendations as I see it from here:

I think, first of all, there's no question that something can and should be done to eliminate the so-called ugliness on areas that have been scarred by various types of surface work. Just what these things are that can and should be done are perhaps not as simple as we would like to think. We

need more research into the best social and economic methods for solving the problems on specific areas. I think this means that we need more careful regional and community planning, recognizing that we cannot simply say that we're going to plant trees on every area where there has been some disturbance. You have noticed perhaps, in the back of the room, the plan for recreational development on a strip mine area. If you haven't seen that model, I suggest you take a look at it. Here is one way of solving the problem and perhaps one way that we hadn't thought of too much until recently.

We may need some additional legislation or maybe some refinement of present legislation, thinking in terms of the fact that I've just said, "we're not going to rush out and plant trees on all these areas."

And finally, somebody is going to need some money. As to just how we get this money and the best way to allocate it, I don't think we're quite in a position to say. I believe we need a little bit of research on how to spend money.

#### Chairman MARQUIS

Perhaps we should set up a task force on how to spend money. So far we have been talking about things that have to be done and should be done and ways that things can be done. One of the real problems is who is going to do them and who is going to pay for them? Mr. Benjamin has touched on that and so has Mr. Barthauer.

Our next subject is the Responsibility of Government, Mining Company and Landowner. To handle that subject we have Mr. Thomas Bigler, News Director, WBRE-TV, Channel 28 in Wilkes-Barre, Pennsylvania. Mr. Bigler.

#### MR. THOMAS BIGLER

We are here today because of a past philosophy that put the rights of private industry above those of the individual and his community. If that philosophy has passed, has been discarded, then we may be on the road to recovery.

Our nation is founded on the tenet that the rights of the individual are paramount to those of the state. But, always, those freedoms have been limited to exercise that does not deprive another individual of his rights. It was our neglect of that limit on private industry that resulted in wanton abuse, devastation and pollution of our natural resources and which will take billions of dollars of public monies to correct.

We can avoid passing along such an awful heritage to succeeding generations if we can agree on what today's philosophy should be.



In terms of today's Conference, we are dealing with three elements: the mining industry, the individual landowner, and the Government. All three can be in harmony if they agree that: acceptance of responsibility for the total community is the first step toward "logical elimination of detrimental mining practices on natural beauty."

Traditionally, industry has seen its responsibility as limited to the interests of its investors. The purpose of its management has been to mine, prepare and market coal at the lowest operating cost and highest sales price, possible. Because of this, the industry has fought every suggestion and requirement — from safety practices to pollution control — that added to the cost of production. The investor came first and the public be damned. This still is the guiding principle of virtually all private enterprise.

Virtually all, of course, does not mean "all". There are a few coal operators in Pennsylvania who, voluntarily and independently, have been pioneers in land reclamation, conservation and pollution control. They still have been able to remain competitive in the market and profitable for the investor. But, the margin of profit has been less. It is because it is the nature of our economy that industry is just as competitive for investors as it is for markets, that self-regulation has failed.

Regulation, then, has become the responsibility of government. Regulations common to all segments of industry assures a common operating cost factor for all the industry. Consequently, we recommend that industry management take off the blinders that have kept it looking inward, at its own operation, and jointly make honest, progressive legislative proposals that see the whole industry and the total community and their common responsibilities. They must contribute as well as extract; live as well as work.

Unhappily, this comes at a time when the industry — and anthracite much more than bituminous — can least afford new costs. We see the day coming when the use of coal for a home heating fuel will be forbidden. Bituminous probably will survive by the conversion to mine-mouth electric generating stations and smelting plants. We do not see a comparable future for anthracite yet. Anthracite continues to lose its domestic market to convenience and price.

Perhaps intense research will open new avenues. But we cannot see subsidizing an industry — either by permitting it to devastate the rightful heritage of future generations . . . because this is the cheapest way to mine — nor by burdening this and future generations with taxes for public reclamation of the debris of private profit. In short, discharge of its responsibility to the total community is a cost industry must accept as a normal operating cost. If it then cannot operate at a profit, we must be ready to question whether the industry is valid.

By permitting separate ownership of land and minerals, Pennsylvania has created an untenable situation for today's landowner and taxing bodies. A person wanting to buy land within coal areas may discover he can purchase surface rights only; that the mineral rights belong to someone else and if he wants subsidence protection for his property, he must seek out and purchase, if he can, the additional mineral rights. The value of mineral deposits within any given plot of land are highly dubious. And this has created as great a headache for tax assessors and collectors of political sub-divisions as it has for landowners.

We propose this division be ended by requiring that title to minerals also include title to surface land. Taxes now based on estimated mineral deposits should be shifted to minerals actually produced. Then, the problem of assuring surface stability would remain solely with the owner of the mineral and surface property.

In facing some of the immediate problems, we suggest that landowners be held responsible for protection of the public against any openings or dangers that exist on that land. As an example, we cite the case of a Mountaintop fire official who, while fighting a forest fire several years ago, fell into an abandoned mine shaft and was killed. Landowners also should be required, and require, as part of any lease given to a mining company, that the land be restored to a specified condition once the mining is completed. A landowner is not exempt from the same sort of limitations that apply against turning one's property into a junkyard, garbage dump, or similar offenses to the community safety, health and convenience.

In all of this, Government serves as the balance between private and public interest. As the collective representative of individuals, it must seek harmony for the total community.

In a sense, it serves as a regulator. At present, most of its attention is given to bringing industry into harmony with the community. To succeed, more of government must participate. The state statutes regulating mining are broad because of the diversity of the mining industry. The General Assembly should permit local government to create additional regulatory legislation to adjust to local needs and interests — providing, that nothing diminishes requirements of the state statute.

Necessarily, the government also bears responsibility for correcting damage to our environment caused by industrial practices of the past. The Appalachia program is one effort. Governor Scranton's proposed 500 million dollar bond issue for reclamation is another needed effort.

And, government has a responsibility to protect, conserve, and develop our resources for future generations. It must consider whether this environment is to serve the present generation only. And it must accept the respon-

sibility that unless it succeeds in this effort — quickly — there may be very few future generations.

Chairman MARQUIS

I now present to you Dr. Charmbury, Secretary of the Department of Mines and Mineral Industries.

DR. H. B. CHARMBURY

I am delighted to have been invited to participate in the Governor's Conference on Natural Beauty and particularly that portion concerned with the protection and reclamation of mining areas. This has been an important function of the Scranton Administration.

Ever since the Department of Mines and Mineral Industries was founded in 1903, its basic objective has been to protect the safety, health and welfare of the men who work in the coal mines and to protect the property and welfare of the mine owners. Since the start of the Scranton Administration, the scope of this objective has been broadened to include the protection, health, and welfare of the people who live in the coal producing areas. This was deemed necessary to promote the economic growth and the industrial development of these areas as well as their beautification.

My particular assignment on this panel is to discuss needed legislation and administrative techniques to accomplish the objectives of beautifying the coal mining areas. This beautification can only be accomplished by curing the ills of the coal mining industry of the past and preventing these ills from occurring in the future. The answer, as far as needed legislation is concerned, is quite simple — money. The technical know-how and scientific skills are available to do most of the work on curing these ills and where the technical know-how and scientific knowledge are not known, money is needed to develop this know-how and knowledge.

If money were available it would be possible to accomplish the following:

1. To wipe out the unsightly scars caused by strip mining in the past.
2. To extinguish or control underground mine fires which create public health hazards and render land useless.
3. To prevent mine cave-ins under populated areas which cause a public hazard and dilapidated and depressed conditions in our cities.
4. To extinguish burning refuse banks which are landscape eyesores and create a serious air pollution problem as well as prevent industrial expansion.
5. To prevent stream pollution from mine drainage.

Within the limited amount of funds available to the Department of Mines and Mineral Industries since 1963 and with the strong determination of the Scranton Administration, great strides have been made to place Pennsylvania in the forefront on beautifying and improving the coal mining areas of our state. For example:

1. NOW there are 1,350 fewer acres of old abandoned strip mine devastated lands, and there are programs pending under Appalachia for the reclamation of an additional 650 acres of these old abandoned strip mine areas.
2. NOW there is strong legislation for both the Anthracite and Bituminous areas to prevent this type of land devastation from taking place in the future and because of these strip mining laws, we have over 10,000 acres of land reclaimed and beautified which if it had not been for the new laws, this land would have been left in a devastated and unsightly condition.
3. NOW there are 71 fewer hazardous deep mine shafts and openings which were public hazards.
4. NOW there are 27 fewer underground mine fires in the Commonwealth creating public hazards, and there are projects pending under Appalachia for the control and/or elimination of 21 more underground mine fires.
5. NOW there are 100 acres in two of our major cities that have been filled in underground with sand and coal refuse making these areas safer and helping to protect 9 million dollars worth of structures with about 3,000 people residing or employed in these areas, and there are 7 projects pending under Appalachia for flushing material under 500 more acres in our cities to protect against surface subsidence and to help save 65 million dollars worth of structures with about 22,000 people residing or employed in these areas.
6. NOW there is legislation which protects present home owners from damage as a result of subsidence due to current mining operations.
7. NOW there are 13 fewer burning coal refuse banks which previously created unsightly conditions and caused air pollution, and there are planned 8 more projects to demonstrate new and possibly more economical ways to extinguish these burning refuse banks.
8. NOW there is a strict law which will help guard against stream pollution from mine drainage which originates from active mining operations.
9. NOW there are underway active research programs to help find better and more economical methods of abating stream pollution from



active and abandoned coal mines, and there are plans for five acid mine drainage treatment plants scattered throughout the state to clean up abandoned mine acid pollution in five critical areas of our state.

10. NOW there is a large demonstration plant being designed to abate mine drainage pollution, and there are two other demonstration plants being considered for construction which will not only clean up mine drainage but which will provide much needed drinking water in the coal mining areas.

A great deal more needs to be done, but it's going to take a great deal of money.

In the current session of the legislature, Senate Bill No. 1 was introduced and passed. This bill proposes an amendment to the Constitution of the Commonwealth. This amendment authorizes the Commonwealth to create a debt and to issue bonds for a fund of five hundred million dollars. This money would be used for the conservation and reclamation of our land and water resources. A part of this money, as it is stated in the proposed amendment to the Constitution, would be used for the elimination of acid mine drainage, for the restoration of abandoned strip mined areas, for the control and extinguishment of surface and underground mine fires, and for the alleviation and prevention of subsidence resulting from mining operations. Other uses for the funds would be for sewage treatment and for the development of park and recreational lands.

It is hoped that approximately two hundred million dollars of this money will be used to help cure the ills of previous mining operations. If this amount of money were available it would be possible to use:

1. About seventy-five million for the reclamation of our remaining abandoned strip mines. This would not only help in the beautification of our land resources but it would go a long way in cleaning up our stream pollution problem from mine drainage.
2. About seventy-five million dollars for the treatment and abatement of our stream pollution from abandoned deep mines.
3. About thirty million dollars for the prevention of surface subsidence in our major city areas.
4. About fifteen million dollars for the extinguishment and elimination of our burning and non-burning coal refuse banks.
5. About five million for the extinguishment or control of our underground mine fires.

Yes, these problems of bringing back the natural beauty to our coal producing areas are being solved slowly at the present time but the day of

complete beautification can be hastened by the changes in our Constitution as outlined in Senate Bill No. 1 of the 1966 special session.

Since this bill calls for a change in the Constitution, it must be passed in another session of the legislature and it must then be voted on and passed by the people of the Commonwealth. Let me emphasize this strongly — this is the legislation which is needed for the protection and reclamation of mining areas and I recommend that the assembly at Governor Scranton's Conference on Natural Beauty go on record to endorse this resolution calling for the change in the Constitution of the Commonwealth as stated in Senate Bill No. 1 of the 1966 special session of the General Assembly.

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### PANEL REPORT

CHAIRMAN MASLAND, GOVERNOR SCRANTON, my name is Ralph Marquis, and as chairman of the Panel on Protection and Reclamation of Mining Areas I am going to introduce a revolutionary new trend and give a *brief* report in connection with the activity of the Panel.

As a result of the meeting of our Panel, I submit the following conclusions and recommendations:

#### CONCLUSIONS:

It was generally conceded that the eradication of the detrimental effects of past mining would necessarily have to be accomplished at public expense, except in those cases where the re-effecting of old mining operations through additional mining accomplished in accordance with present laws and regulations would eliminate the effects of the past mining.

Another savings of public funds could result from capitalizing on the willingness of civic minded organizations to participate in planting of mined areas if seedlings and seed were to be provided for the planting of designated sites.

In order to provide funds for the elimination of the effects of past mining, the Panel members and delegates almost unanimously endorsed early action on the passage and public ratification of Senate Bill No. 1. This Bill, as Governor Scranton and Secretary Charnbury explained yesterday, would authorize the creation of a \$500 million debt and a considerable portion of the funds derived from this legislation would be used in reclamation of mined areas.

With regard to current and future operations, there was unanimous agreement that protection should be provided on a pay-as-you-go basis. Under the provisions of our present laws, this cost falls on the mining companies.

The following recommendations are hereby submitted for consideration:  
RECOMMENDATIONS:

1. The electric generating industry should give consideration to an increase in the price of bituminous strip mined coal in lieu of requesting approval of decreases in electric rates. The cost to the user of electricity was estimated to be one cent (1¢) per day for each family of four.

2. The Bituminous Coal Open Pit Mining Conservation Act should be amended whereby the provisions of that legislation would be made applicable to all types of open pit mining, including bituminous and anthracite coal, sand, gravel and any other mineral recovered by open pit mining.

3. Local governments should take advantage of their authority to create additional regulatory measures to meet local conditions and needs.

4. The problems of cave-ins, or subsidence, relate both to old and to current operations. They also relate to a number of problems outside the realm of natural beauty. There were a variety of recommendations touching on this subject.

(a) That the Appalachia Act be amended to restore a sentence dropped from the draft statement "That the Secretary of Interior is authorized to repair damage caused by mine subsidence."

(b) That the ten (10) year restriction on cave damage liability be lengthened.

(c) That in the future surface rights and mineral rights could not be purchased or sold separately.

(d) That effective financing, staffing, implementation and enforcement of the new Anti-Subsidence Act be carried out promptly.

(e) That an effort be made to induce commercial insurance companies to restore subsidence damage coverage, dropped some ten years ago, with protection against false claims through a \$500 deductible provision.

5. Additional research should be accomplished to determine the most economical and productive means of revegetating mined areas, including an inventory and classification of disturbed lands in the bituminous area.

Thank you.

# LARGE PARKS, SCENIC ROADS AND OPEN SPACE

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Chairman — DR. M. GRAHAM NETTING, *Director*, Carnegie Institute Museum

Dr. Maurice K. Goddard, *Secretary*  
Dept. of Forests & Waters

Allston Jenkins, *President*  
Philadelphia Conservationists, Inc.

David G. Wright, *Project Director*  
National Recreation and  
Park Association

Warren Lewis, *Landscape Architect*  
Region Two, Bureau of Public Roads

Professor Ian McHarg  
Dept. of Landscape Design  
University of Pennsylvania

W. A. Morten, Jr.  
Landscape Contractor

PANEL STAFF ADVISOR  
William C. Forrey, *Assistant Director*  
Bureau of State Parks

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Chairman NETTING

All of us at this Conference are lovers of natural beauty, even though we carefully avoid defining natural and may even disagree on which landscape elements are the most beautiful. Many of us are especially passionate about natural beauty because we have lived or worked or fought in places ravished by man where the water was more dangerous than poisonous snakes and where the poverty grass field proclaimed that the people had little hope of a better life. We are not dreamy aesthetes aiming solely for photogenic views. We share an intensely practical creed. Without soil and trees on the hillside and water in the high springs, the town in the valley will surely die.

All vain glory to the contrary, man cannot conquer nature. We are a part of nature — bigger, more noisy, and more destructive than a mouse but subject to the same natural laws. When the good water is gone, the good soil covered or wasted, the good air tainted, we shall surely perish. Each of us should look at his own area with sober awareness of the mortality of the individual and the species. No blind faith in the saving grace of science should delay community interest in finding answers to the following questions. Which wood lots have trees so majestic that they are irreplaceable in human lifetimes? Which farms are so rich and productive that it would be sheer folly to plant them with ranch houses? Which streams are still unpolluted and worth battling to keep so? Which venerable buildings, weathered barns, or covered bridges are links with a past that must be



remembered if we are to have a future? What loveliness that sustained us has been set aside for our grandchildren to enjoy?

The concern of this distinguished panel is really with the quality of life this Commonwealth will provide, twenty, thirty, fifty years hence. Each panelist will offer guidelines for preserving or restoring the rich heritage that we call Pennsylvania. Natural beauty is the symbol and the essence of the good life that we crave for all citizens. Our first speaker, is Dr. Maurice K. Goddard, Secretary of the Department of Forests and Waters since 1955. His subject is "State Parks and Open Space."

DR. MAURICE K. GODDARD

Thank you, Dr. Netting, and Ladies and Gentlemen.

As our Chairman has told you, I think the alternative to open space in most parts of Pennsylvania is obviously development. And undeniably, in many sections of our Commonwealth, particularly in the southeast and the southwest, the choice has been development. Now most encouraging, of course, was Project 70, which the people of the critical urban counties truly passed for us, that provided the \$70 million dollar bond issue for acquisition of open space.

The present fee acquisition program has met with extreme success and you were told once yesterday that there were 400 local governments participating in this program. Our Department has already conducted twenty-six public hearings on twenty-six different areas, and we are holding another hearing on October 7. We are pushing this program as rapidly as we can. But in spite of this, more acquisition tools will be required to satisfy the criteria for open space as proposed by regional planners.

We need in Pennsylvania legislation authorizing acquisition of "less-than-fee" interest in land, and it must be included, I feel, in this Conference as a recommendation.

The "less-than-fee" interests should include provisions for rights-of-ways, deed restrictions, lease backs, conservation easements, and development restrictions. With such legislation, great areas of land and opportunities will be opened for public access.

And I might say, also, that great areas could be preserved for public enjoyment but still not be available for public access. I think this latter point is very important. We are criticized too much for the taking of lands for parks, and even if we acquire large areas for public use, we will still only have a very small percentage of total land area. We like farm lands; we want open spaces without necessarily public access; and these can be best acquired, we feel, by some type of conservation easement. The private owner would still be the owner. He could still sell it. He still pays taxes

on it. It is still his own land for use, but it would be prevented from being built up with motels, gas stations, or other types of use.

Also, in view of the many and varied proposals which I am sure this Conference will propose, we must not neglect to emphasize the importance and existence of organizations, conservation groups, such as Mr. Jenkins' Philadelphia Conservationists, the Western Pennsylvania Conservancy, the Delaware Valley Protective Association, just to take three examples, and governmental agencies which are already serving in key positions and, in many instances, administering dynamic programs.

It must be remembered that we must encourage, assist and cooperate with each other in order to accomplish our goals and our programs. It is a cold fact that the goals are more difficult to attain the closer you approach the greatest need as a result of competitive requirements.

I also think we should give our genuine support to a group such as the Delaware River Basin Commission. Mr. Frank Dressler brought some National Park Service literature to the Conference, for example, one on the Delaware Water Gap National Recreation Area. This would never have come about had it not been for the compact and the Commission and the Cooperation of New York, New Jersey, Delaware, Pennsylvania, and the Federal Government. We are proposing such groups for the Susquehanna, the Ohio, and the Potomac River Basins. We feel that what has happened in the Delaware River Basin should encourage us and we can preserve and protect large areas of open space through this technique. In fact, the largest areas, I am sure, will be protected through the aid of the compact and the Commission.

In cooperation and coordination with such agencies, and a myriad of others, we should recommend, approve, and control scenic roads, transmission lines, utility locations, and zoning regulations. These different facets represent the complexities of competition for development. In conserving and creating open space, protective controls are mandatory.

Zoning must be enacted and practiced if we are to protect private as well as governmental investments. Once zoning regulations are enacted, they must be rigidly protected and vigorously enforced against encroachments. This is the reason we are plugging hard, I would say, for the conservation easement.

One of the great failures with zoning is that you do not pay anything for this encumbrance on a man's property. If we buy the right to protect it from development it can be less-than-fee interest. But nevertheless, zoning is an important tool and has been discussed in other panels.

At the same time, it should be noted that parks and open space normally increase surrounding land values considerably. The type of development

which surrounds golf courses, country clubs, and parks throughout the Commonwealth verifies this point.

All evidence points to the fact that parks are one of the best ways of building financially stable communities, in addition to all the other benefits they provide. And you do not have to look any further than Hershey, Pennsylvania, to see this. Look at the golf courses and the open spaces here. They have done a tremendous job of development in this community under extreme pressures for other types of industrial use.

It is further recommended that public officials, planning commissions, conservation organizations, and zoning boards of the Commonwealth consider all possibilities, all sides to a controversy, and all the financial aspects of open space and park land before allowing subdivision of the land. I think we have all plugged for this, but I think we must strive harder and harder. I see a greater awareness in most public groups to evaluate the value of this open space.

We face, in the not too distant future, a society who will depend on far less energy than today — shorter hours, automation — to provide all the goods and service required for our well-being. In such an economy, what will the work week be? Where will people spend their leisure? What will they do? These are challenging questions to the mind and imagination. Certainly open space and parks will not be the only answers. They do provide a significant part of the solution. And the warning is clear; we must raise our sights to ever higher horizons — greater and expanded goals — if we are to meet the future with effective programs and real accomplishment and benefits for those who will follow us.

#### DR. NETTING

I think it is particularly significant that Secretary Goddard, who has done such a superb job of providing more State parks for the citizens of the Commonwealth, has come out so strongly in this presentation for “less-than-fee” interest and the need to develop these other tools for acquiring park lands, open space, and needed green areas for the people.

Our second speaker, whose name on any garden club program assures the success of a forum, and who is developing an imaginative curriculum at the University of Pennsylvania, is Professor McHarg, who will discuss a Landscape Action Program.

#### PROFESSOR MCHARG

Thank you, Dr. Netting. In five minutes one can only be brief, and that is all I can be, but I think two important points have been made. One by Dr. Netting, that we are not really concerned with natural beauty at all,



but concerned with man and nature. And secondly, by Dr. Goddard, that we cannot solve the problem of the United States by the destruction of land.

The United States is only 5% urbanized now, and by the end of the century with 300 million people, it might not be more than 10% urbanized. So our preoccupation is not with those parks which are placed around the country, either in metropolitan areas or regions of the country as a whole, but with this 90% of land, or indeed rather more, a hundred percent of land.

I would then like to talk about two things in this little five minutes, one really about a planning concept which deals with land and the other with regulations.

I think that all of us know that planning has come to be overwhelmed by economic determinism. If you can prove that something is profitable, you can do it, and because aesthetics, beauty and pure air, and clean water and delightful environments cannot be shown to be economically beneficial, in fact cannot be accounted in the ordinary economic system, we generally are dedicated and determined, but we are overwhelmed. Natural beauty, as well as all of our resources, suffer in the name of progress.

I suggest that we do need some way of looking at the land and its resources, in such a way as to at least confront those proponents of economic determinism and I think this is, as Dr. Netting knows well, the ecological view, and as a workman, somebody who is involved in the practice of landscape architectural regional planning. I would like to tell you briefly about this because I think it is an indispensable tool to any action at all. This would be an ecological inventory so that the basis for planning would be established. One would have information on climate for a region or a state, climate geology from which one would understand physiography which allows one to see where water is, and how it interacts, which then allows us to see why soils are where they are and what causes they have, which allows us to go forward to see why plants are where they are, because plants are enormously important as to the cause of environment, and where plants are then so will animals be, and if one knows all of the foregoing, you are in a very good position to be able to identify. It is a policy, it is a wealth; the distribution and indirection of all natural processes. This is an ecological inventory and I think it is the indispensable minimum for any action program for the land or the people upon the land.

Once one has this information, then it is possible to interpretate it and as this one we call the interpretation of the ecological inventory and its process of the land. It allows you to see water where water is because, and productive soils are where they are because, like 400 million years of because or 400 billion years of because. So water is where it is and soils are where they are and forests are where they are and areas which are suitable for forestry and suitable for agriculture, suitable for industry, suit-



able for urbanism by different types can, by site, be located, and because it is possible to have many compatible land uses in one place, so that one area of land may be used for recreation, wildlife management, for control of floods, for erosion control, for limited settlement, one can make compatibles for coexisting land uses so that the final map would show the many suitabilities as conjunction of compatible coexisting land uses. And once one has that, one has an ideal plan.

One is then able to say this area is for this form of life. There are limited factors in this system which can be recognized. The system is an ecological plan. I suggest that we do need this plan for Pennsylvania. We need it indeed in most of the United States, but we should have it in Pennsylvania. Once we have the plan, of course, there are no possibilities at the moment of enforcing the plan.

Man can take areas of great natural beauty and dispoil them, and if he is a Presbyterian, he can look the minister straight in the eye without any fear of God at all. And no matter who they are, these philistines, Christian, Catholic or Jews, they go their many filthy, destructive ways without censure and we need some censure, both private censure and public censure and the public censure, of course, should be in the form of land use regulations.

I think we have got to tell man that he is the steward of the land and not the sole owner, and we should then promulgate land use regulations which represent the society at large. It is a part of a system and man who owns land cannot incur social cause to the public at large without, in fact, paying compensation for these losses. One must be a regulator because one has to be, therefore, I would suggest a great range of land use regulations. To give you some idea of them, I will give you only a few examples.

I would suggest that the State and the Federal Government should have all water rights and should be made to regulate use on all riparian lands and all surface water throughout the United States. I think there should be regulations on flood plains. No development should be permitted in any flood plain except a use which is unharmed by flooding. I think that marshes should categorically be prohibited to development for many good and sufficient reasons. The prime agriculture land is a biological resource, geology resource and in a hungry world, it's not only prodigal but wanton and profitable to sell licenses of water prevention. I would say that all prime agriculture land should absolutely, categorically be prohibited in development.

I suggest that all major sources of ground water in Pennsylvania be developed only in confidence with the value of the water resources. I suggest that all steep slopes over twenty-five percent categorically be prohibited from development, and development be regulated on all slopes in addition

to twenty-five percent, and beyond that all areas of unusual scenic and historical importance be in fact prohibited from development.

Now we have an example, of course, of this in the State of Hawaii, which has state zoning and which has accomplished many of the objectives that I recommend. I then have two final recommendations to the State of Pennsylvania that it undertake immediately an ecological inventory in the preparation of land use plan of compatible land uses and to formulate land use regulations which can insure the plan.

#### DR. NETTING

We are very sorry that Professor McHarg had to fly into this Conference and will have to fly out again. He is missing some very good things but we appreciate the presentation that he has made this morning.

Our third panelist, Mr. Allston Jenkins, is President of both the Philadelphia Conservationists and the Natural Lands Trust, and many of us, friends of his were very pleased indeed that the Garden Club of America gave him its conservation medal this year. He will speak on Conservation Opportunities for Private Individuals and Private Groups.

#### MR. ALLSTON JENKINS

Mr. Chairman. I would like to propose the thesis that as open space becomes less and less in our urban and suburban, and even rural areas; as our estuarine and coastal marshes dwindle; as our wildlife habitats become more and more restricted; and as other conservation assets shrink, the opportunities for conservation action by private individuals and private groups increase. The less we have in the way of natural assets, the more opportunities we have to save them.

That may sound paradoxical, but I mean that when a state of emergency is reached, then existing opportunities are recognized, new ones are sought, and the whole picture comes into sharp focus. Before such an emergency exists, opportunities are unrecognized and neglected, and the picture lacks contrast. We most assuredly have reached a state of emergency with respect to our natural environment. As a result, we have reached a state of great opportunity. The answer to our conservation and natural beauty problems lies not in whether we have the opportunities to solve them, but in whether we seize upon these opportunities. This is true at the state and national level, and also the international, but I refer here especially to opportunities available to the private individual and to private groups at a more local level.

A relatively few years ago, an individual could feel that he was doing his bit for conservation and natural beauty if he made a reasonably generous

annual contribution to the National Audubon Society, or the Save The Redwoods League, or the Wilderness Society, or the National Park Service, or to the Sierra Club, and so on. Today such contributions remain of high importance, but the conservation opportunities and obligations of the individual citizen and of local citizen groups have increased greatly, have become concrete, that's a bad word, specific, and local; and thus being local throughout the nation, these opportunities and obligations have become national in their importance. I submit that there is no better opportunity nor more pressing obligation for solving our conservation and natural beauty problems, than that the individual citizens of the smaller political units, be they township, borough, or other, take stock of their own local conservation opportunities, take action to realize them, and at the same time, spread this message and example to adjacent municipalities and to county and state levels.

This brings us to the question of what are these opportunities at, say, the township level.

Well, first there must be one or more individuals eager and able to lead the interested citizens in action, whether it be through a new or existing committee, citizens association, or other group.

Second, an appraisal of the conservation and natural beauty opportunities and problems of the township should be made, including an inventory of all open space and natural areas and the owners thereof.

Third, the appraisal should be studied, and an action program based on the possibilities revealed by the appraisal prepared, toward preserving certain open space and natural areas, preventing dumping, planting roadsides, cleaning waters, or whatever the appraisal indicates to be the more important or feasible opportunities, in that community.

Fourth, means of implementing an action program must be found. If funds are required, they may be available in the township or county, or from state or federal or private sources, or from park and recreation boards. Perhaps landowners will donate land. Often a very important function of a citizen's group, or of an individual citizen, is to provide the imagination and the ideas and to instigate action by appropriate public agencies equipped for the purpose.

And finally, I believe an individual citizens group which is formed to achieve the full conservation and natural beauty potential of its township or larger political unit, should enlist the aid of affiliation of other citizens groups such as the Lions, Kiwanis, Garden Clubs, Veterans Posts, Rotary Clubs, Sportsmen's Clubs, etc., and as the activity of the local group grows, it should extend its influence to adjoining townships and to county and state levels.



A more personal opportunity toward conservation and natural beauty exists for the landowner who is able to donate his open space land, or portions thereof, to public or private agencies for perpetual preservation as natural open space. A public body often gladly accepts land for park and natural area purposes which it could afford to maintain, but for which it has no funds for purchase.

Restrictions may be placed on land so donated to assure its preservation in its natural condition. There are also income tax and estate tax benefits to the donor of the land. The donor may also retain life use of the land if he so desires. Prospective donors of land have sometimes expressed a preference for giving their land to private agencies for permanent preservation instead of to public agencies. Such private agencies which have been created solely for the preservation of open space and natural areas are increasing in number. These agencies must build up endorsements great enough to provide sufficient income to maintain and administer the natural lands donated to them. They are therefore most desirous of having an addition to their endowment accompany any gift of land.

To sum up, let me say that the greater the conservation and natural beauty need, the greater are our opportunities because our awareness is aroused and our senses sharpened. The need and the opportunities are present in the small political units and therefore become a subject for action by the private individual and the local citizen groups. The realization of local conservation opportunities would do more for conservation and natural beauty in Pennsylvania and throughout the nation than could be accomplished by even the broadest federal or state programs.

In this connection, I was pleased to see in the Wildlife Federation Conservation News Bulletin of August 15, an article on a fight by a citizens group to save three parks in Meriden, Connecticut. The Wildlife Federation's editorial comment was "Conservationists should not lose sight of the fact that in the battle to save America's open spaces, the smaller battles at the city, town, and county levels are fully as important as State and National ones."

I submit the following recommendations with respect to the participation of private individuals and private groups in the conservation of Pennsylvania's natural resources and the preservation of its natural beauty:

1. That in every one of the smaller political units throughout the Commonwealth, a citizens group actively participate in appraising the conservation and natural beauty problems and opportunities within its political boundaries, and that such group proceed to implement solutions to the problems and realization of the opportunities.



2. That such citizen groups undertake its activities either as the program of an already formed organization such as a sportsmen's club, garden club, or civic organization, or the like, or be comprised of representatives of such groups, or be an organization newly formed for the purpose, or consist of only one or more interested individuals as circumstances may dictate.

3. That the Commonwealth facilitate the operation of such groups by making available at a central office complete information with respect to Project 70 funds procedure, other state and federal funds available for conservation and natural beauty purposes and related procedures, soil conservation services, clean streams laws, highway plans, highway beautification funds and procedures, and whatever other information would be of help to citizens groups endeavoring to achieve conservation and natural beauty results at the local level.

4. That open space and natural areas held in private ownership, but open to the public for appropriate public use, be exempted by statute from real estate taxes, in the same manner as private religious, charitable and educational holdings are exempted.

#### DR. NETTING

As Secretary Udall stressed last night and Secretary Goddard has reiterated this morning, the job ahead is so tremendous that it's going to require partnership at all levels, and that is why this presentation by Mr. Jenkins fits in so importantly in this panel discussion this morning.

Our next panelist, Mr. David G. Wright, is Project Director of the National Recreation and Park Association. He has the good fortune to have his office in beautiful Oglebay Park in Wheeling, West Virginia, and he will discuss Obtaining and Preserving Large Parks and Open Space.

#### MR. DAVID G. WRIGHT

Thank you Dr. Netting. Open space is rapidly diminishing, particularly in our urban areas. Why? Because the urban population is skyrocketing. During the 60's, ninety-seven percent of our population growth occurred in these urban areas, and it's predicted by 1980, that over eighty percent of our total population will be urban. The resultant demands on urban open-space land for housing, business, transportation, and education, will become even more alarming than now.

President Kennedy, in his message to Congress on Housing in March of 1961, said, "Land is our most precious resource — open space must be preserved to provide parks and recreation, conserve water and the natural resources, prevent building in undesirable locations, prevent erosion and floods, and avoid the wasteful extension of public services."

In order to provide a decent living condition in our urban areas with provisions for recreation, conservation, and scenic and historic areas of interest, we must be more conscious of the proper utilization of our remaining open space and natural beauty.

We must also provide for new large open spaces for the populace, not only within the cities but close to the cities where they are easily accessible by the city dwellers.

These large open spaces may be any size or shape, publicly owned, privately owned, urban or rural. The open spaces need not all be places for active outdoor recreational pursuits, but rather many of them can yield their fullest enjoyment to individuals simply by being looked at. It should be the aim of every level of government to provide access to open space and recreational opportunity for every American, now, and in the future. It has been estimated that by the year 2000, the national population should double; the general nationwide recreation demands will triple; but the demand for recreational opportunities a half-hour from home, it is estimated will increase ten-fold. Therefore, we need large parks and greenbelt areas close to suburbia to provide a place for recreation. We must also acquire areas of natural beauty by the water, by the woodlands, by the wetlands, by the agricultural land. We must provide large parks and open breaks between urban developments to prevent continued development of high density populations and the resultant slums.

The ratio of one acre of open space recreational land per 100 persons, within or immediately adjacent to the city, has been a standard for nearly one half a century. This may have been good enough when the work week was 60 to 70 hours, when there were no autos, no population explosion or no urban sprawl. Today the standard of one acre per 100 persons is outmoded. To meet today's crisis, metropolitan communities must base their acquisition program of open land, not on today's population, but on the estimated population 40 to 50 years hence.

In the congested parts of the city, it is very costly to create open spaces. But the automobile which has helped to create part of our problem can also help to solve it. Larger parks and reserved natural areas can be quite accessible even if they are miles from the city center. A survey of recent needs of the Delaware River Basin shows most families consider a trip of up to 60 miles not too far for a single day's outing, and about 120 miles about the limit for a weekend.

Because of our concentrated urban populations which are rapidly expanding, our most pressing need then is to preserve and maintain an existing open space area near our communities, and, where possible, to acquire or preserve additional open spaces and large parks that can easily be reached by these urban dwellers. These can, and should be multi-purpose areas for

conservation, recreation, scenic beauty, and simply to provide a break in the monotony of urbanization. In order to accomplish these things, then I recommend that:

1. Regional coordination agencies be established or improved upon to coordinate the preservation and acquisition of large open spaces, particularly in and adjacent to wide-spread metropolitan areas.

2. The Park and Recreation Departments of the various cities and counties should take a leadership roll and plan a course of action leading to the acquisition of necessary open space for parks and recreation purposes.

3. A policy at state level should be established to insure that lands acquired and held for park purposes should be developed for their intended purpose and not be given over to be used for highways and other purposes.

4. All open space lands need not be parks. Lands should be set aside for scenic purposes, conservation, etc. Productive lands adjacent to metropolitan areas should be permitted to remain as they are through the use of zoning regulations, tax abatements, or other legal means. Other open space areas having forests, streams, and other scenic assets within the public or private areas should be retained in their natural state where possible through the use of conservation and scenic easements or by acquisition and public ownership.

5. A policy should be established at the state level encouraging the acquisition and preservation of enough open space land for recreation purposes to provide access to some of these areas within one-half hour from any point in a metropolitan area at the rate of at least one acre per 100 persons for the present population and better still for the projected population at least twenty years hence.

#### DR. NETTING

Very good. Recreational facilities in some natural parks are already so crowded that one writer this year described an area as having wall to wall tenting. Mr. Wright's serious view of the future indicates again the great need for very rapid action in solving these problems — providing open space and recreational opportunity.

Our next speaker, a landscape architect, is an expert both on parks and on roads, having had a distinguished career with the National Park Service and now serving the Bureau of Public Roads from his base in Hagerstown, Maryland. Mr. Warren Lewis will speak on Scenic Roads and Open Spaces.

#### MR. WARREN D. LEWIS

Dr. Netting, Ladies and Gentlemen. On the well constructed, smoothly aligned, and gently undulating roadways of today, we are permitted to travel swiftly and safely through our countryside and into our urban areas.



The roadways are constructed on strips of right-of-way. The right-of-way is the functional backbone to which are attached open spaces. Open spaces include all of nature's resources, many of which man-made improvements are rapidly using up.

To preserve the countryside and its natural beauty, extensive open spaces adjacent to the highway rights-of-way must be secured against total man-made intrusions. Preservation of areas of relatively high aesthetic and cultural values determine the highway's classification as a scenic road.

Your State Highway Department is currently preparing an inventory of the scenic and other natural resources along the highways to supplement the existing rights-of-ways. By acquisition in fee, and by conservation or restrictive easements, they propose to gain significant important strips of key open space. Space to preserve the near edge of woods, to insure continuing rural scenes, to protect the foreground of outstanding views, and to provide safety, rest and relaxation areas for the motoring public.

It is not desirable or economically feasible to acquire continuous strips of land adjacent to the full length of any highway. Your interest and efforts as individuals and in organized groups are needed to establish and implement the methods by which additional open space shall be preserved. Such open space should supplement the key strips the State proposes to protect.

The following methods are offered for your consideration:

1. Promote voluntary cleanup programs by individual property owners and farmers on properties adjacent to the highways.
2. Promote voluntary cleanup programs to be accomplished by automobile wrecking firms, commercial establishments, warehouses, and industries. The general and objective tidying up of their properties may further be enhanced with landscape plantings to frame buildings and by attractive fencing or mass planting to screen offensive views.
3. Coordinate with the State Highway Department all developments proposed in proximity with or adjacent to the highways.
4. Promote through Nurserymen Associations an accelerated program for the growth of plant materials indigenous to the State. This plant material will be sorely needed in future roadside planting projects.
5. Encourage preservation of open space around private, commercial and residential developments.
6. Require developers to dedicate open space to protect both their development and the natural roadside environment.



7. Encourage municipalities and counties to effect zoning ordinances which will preserve the scenic character of areas adjacent to the highways.

In a brochure published recently by the Bureau of Public Roads, Federal Highway Administrator Rex M. Whitton made the following statement:

“The beautification program being carried out by State Highway Departments under the Highway Beautification Act of 1965 and under the regular Federal-aid Highway Program represents the greatest single effort to restore, protect and enhance the beauty and grandeur of America, and to increase the opportunities of Americans for outdoor rest and recreation. As massive as that program is, however, it will be inadequate to the enormous task that lies before us unless it is supported and supplemented by active public participation.”

#### DR. NETTING

I am very glad that Mr. Lewis placed as much stress as he did upon clean-up program. Actually, one of the greatest booms to beautification would be for some ingenious American in the inventive tradition of this country to come up with a consumable beer can.

Our final speaker this morning, also a landscape architect, is a highly successful landscape contractor in Coraopolis, Pennsylvania. Mr. W. A. Morten, Jr. has just recently been appointed by Governor Scranton to the newly formed State Board of Landscape Architects and he will emphasize in his presentation The Need for Vistas.

#### MR. W. A. MORTEN, JR.

Thank you, Dr. Netting. Ladies and Gentlemen. We are all familiar with the traveler who approaches the desk clerk at a hotel with the demand for a room with a view. He sometimes becomes obnoxious with his insistence. But have you considered why the man wants a room with a view? Perhaps he seeks, in addition to a good bed and a hot shower, the spiritual refreshment offered by a view. Maybe the ability to see beyond four walls helps a man to observe himself and his problems from a different perspective. It may be evidence of a man's almost instinctive desire to push out his horizons. At any rate, it is important to him. What the view adds to a room, the vista offers in the landscape.

Mr. John Simonds in his book, *Landscape Architecture*, defines a vista as “a confined view, usually toward a terminal or dominant element or feature . . . It may be a natural vista . . . or it may be structural . . . Each vista has, in simplest terms, a viewing station, an object or objects to be seen, and an intermediate ground. The three together should make a satisfactory unit.”

Vistas add interest, drama, excitement and variety to the landscape. In addition, many vistas are relatively easy to achieve, requiring only some astute clearing. Then, too, Pennsylvania's varied terrain — mountains, rivers, valleys — lends itself remarkably well to the creation of vistas.

Hubbard and Kimball in the book, *Landscape Design*, discuss the focal point of a vista with these thoughts:

"The unity of the vista consists in the dominance of the focal point, and this point is made important in almost every possible way . . . The focal point must be worthy of this dominance . . . Merely a vacuity is not likely to seem a sufficient termination."

So, a vista should always contain a feature, but the feature doesn't have to be Fujiyami or Mt. Washington. It may be quite simple — a brook, a river, rock formation, a village, or a distant highway with moving traffic. The framing material should be subordinate to the feature itself and should "direct the eye" to the focal point. Trees, tree masses, rocks and shadows are excellent for framing. The repetition of the framing substance acts as a focal device. Nature often provides a repetition of planting and rocks which can serve effectively as natural framing material.

Where justified by the importance of the feature, construction of highway turnouts or overlooks is recommended. Because of safety factors, such construction should be limited to scenic routes rather than to high speed expressways.

It is important to remember that when one works with living, growing materials that each year brings intrusion of undesirable plants into the vista, rigorous clearing must be maintained.

Many splendid views that have offered enjoyment in the past are completely obscured by invading vegetation. Let's open them — so that we can see and enjoy them.

Our rivers are superb scenic features. They offer movement, shifting colors, and varying surface textures. I've spent many happy hours camping and canoeing on the rivers of Western Pennsylvania, and some practices with regard to our river banks disturb me very much. I resent dumping of trash or refuse on the river banks. We are quite familiar with the slogans that urge "Clean up our rivers". Let me add a personal plea to clean up our river banks.

Also, might it be possible for bridge designers to recognize the importance of the fine vistas from the bridge deck? Too often the view of the water has been obstructed by high railings.

Frequently when driving along a road which parallels a river or lake, I find myself expecting to catch some interesting glimpses of water, only

to have my hopes denied by shrub or tree growth that should be cleared. Too many opportunities for exciting vistas along our waterways are being missed.

How can these objectives be achieved? On the State level, we commend the State Highway Department for the work that has already been done in this field. I urge that it be continued and expanded. Local governments should be encouraged to develop local areas of interest and to enforce anti-dumping and anti-litter laws.

Much can be accomplished by service clubs, Boy Scouts, garden clubs, 4-H Clubs, and similar groups. I urge, however, that they seek professional advice in the choice of the site of the vista and the general planning of their project.

The most significant factor in this entire discussion may be the alert citizen who sees the potential for an arresting view and voices his interest with insistence until he is heeded.

Mr. Philip Johnson, a noted architect, in the July 1966 issue of *Fortune*, judged America with these words:

“Clearly our values are oriented toward other goals than beauty. Two values stand out, two goals that we Americans think more important than beauty. Money and utility”. Mr. Johnson’s criticism is well taken. It is high time that an accent on beauty be emphasized in our culture. Highlighting spots of Pennsylvania’s natural beauty and maintaining them should provide one way to focus attention on this goal. We Pennsylvanians must use the rivers to serve our industry; we must destroy woods and trees to furnish ourselves with areas and materials for housing; we must stretch great concrete bands across the countryside, but, somehow, we must exert care and concern for the beauty of our natural heritage which we must pass on to future generations.

#### DR. NETTING

And I hope that we can get the vistas that Mr. Morten pled for so elegantly, without getting signs advertising the best vista in Dauphin County or something of that nature.

Now, in spite of starting ten minutes late, I think our speakers have done a remarkable job of presenting their recommendations, very concisely and quickly. We have time for a considerable number of questions or recommendations from the audience. First, I would like to introduce William C. Forrey, who has been the hard working staff advisor to this panel. He is the Assistant Director of the Division of State Parks of the Department of Forests and Waters.

If you should not have opportunity to present your statement, please give a copy of it to Mr. Forrey or to me at the end of this session, so that it can be considered for the list of recommendations that we will present this afternoon.

My name is Boyd, and I am from the Harrisburg area:

My question is for Mr. Wright, and it has to do with the location and placement of recreation areas for day or overnight use. In view of the rapidly changing transportation system and situation, are you giving consideration in planning to the time of travel element as a new and compelling force in connection with outdoor recreation?

MR. WRIGHT

I would like to say yes, the time and travel element is a very vital fact in outdoor recreation. I worked for an agency in Ohio. It was an 18-county area that served most of southeastern Ohio, and we found that much of our use of this area came from Cleveland, Pittsburgh, Wheeling, Columbus. Areas that were not within the immediate geographical area of the facilities that we operated, but the people would take an hour and a half, two hours, three hours, to get there.

And we found that such a simple thing as keeping the camping areas, the gates to the camping area, open later on Friday night enabled more people to get in and set up their equipment, even though they did set up late. Had we closed the gates down, people from these areas could not have used these facilities. Yes, this is an important fact.

Representative of the Conservation Council of Eastern Pennsylvania, Montgomery Co.:

It is hard to come up with a brand new idea after this outstanding panel, but I did think I would mention that I hope something really will be done about the less-than-fee acquisition. I feel that the tax relief question should help conservation of land is badly needed to be considered. The present tax structure is against conservation; it is hard for the large landowner.

I would like to mention scenic roads. I think they should have a very high priority. Specific suggestions are out now for the Montgomery County Citizens Council Open Space Committee, relative to the approach to Valley Forge State Park. I think that scenic roads leading to Valley Forge State Park, Gettysburg Battlefield, and Brandywine Battlefield should be considered. I think there should be a high priority to really working on these roads and arrange a lovely planting along them, and so forth.

Number three. I would like to bring up that in the future, I think that the Highway Department will have to consider new sources of getting



recommendations. There will be a need to consider the competition that public transportation will give in the future to highways. This sounds ridiculous right now, we cannot seem to get the people to ride on the trains and public transit, but I think it will come, and I think that we do not want to build unnecessary roads if we can gradually work out this public transportation situation.

I also feel that in the future the Highway Department should have a good source of conservation recommendations from outside their Department. They need to think about it in planning roads, watersheds, valuable stream valleys, recreation areas, and parks.

DR. NETTING

Thank you. I can assure you that some of your recommendations are already incorporated in the recommendations that the panel has worked out, and we shall consider the others.

FRANK BURGRAFF, JR., The Pennsylvania State University:

I wonder about the difficulty in acquiring land for public purposes and one of the things that concerns me is the management of public lands we already have, and I wonder what is being done to insure that the public has uniform acts for this public open space, particularly in some of our State lands that even now are developing shack hunting camps and cabins which are obviously for a select few people gaining access to the public land. Is there anything being done to discourage this continued practice of developing shacks and cabins for private persons on public lands?

DR. GODDARD

I would like to answer that, Mr. Chairman. If you are referring to State Forest lands, all State Forest lands since I have become Secretary have been zoned for campsite development. We have a very stringent set of rules and regulations now about camps. Many times we have been accused of developments that you might see near Laurel Lake in Cumberland County, that border on State lands, but that shack type of community is on private land adjoining the State land. So we have taken steps to prohibit this. It is true that thirty to forty years ago, the Department allowed some pretty undesirable camps on State property before the pressure for recreational use. There are some camps that we are now trying to eliminate, but, I would like to assure you that these will not be permitted in the future.

DR. NETTING

And frequently people are confused by passing rather disreputable in-holdings within the greater boundaries of a State park or a National park

and they blame the administrators unfairly. I realize that I neglected to ask the members of the panel if they wanted to take issue with anything any of the others had said, and while you are thinking of a question, I might open the floor to the panel members. Do any of you have anything or point you would like to bring up?

DR. GODDARD

Well, as long as I am invited, I would like to ask one question. Mr. McHarg brought this to my mind and I would like to ask Mr. Lewis. It is true that we would like all highways to be scenic and attractive, but I would like to ask what he thinks of the idea of building some, of what we would call scenic roads, or parkways, such as the Merritt Parkway, or the Hudson River Parkway, or the George Washington Parkway that we have in Virginia along the Potomac. I would like to see some of these in Pennsylvania, and I wonder what his philosophy and his recommendations would be in this regard?

MR. LEWIS

Dr. Goddard, my first reaction to your question is that every road in Pennsylvania should be scenic. Every one of them needs improvement. Now you talk about a parkway. A parkway, of course, is a scenic road, of which there are many, to use exclusively by passenger vehicles and buses, but excluding trucks, excluding commercial vehicles that you always find on our major highways. I think as such, it would be a very definite improvement in our State, because we all like to get off the highways so that we can travel a little bit more slowly.

My name is GEORGE SMITH:

I am President of the Pennsylvania League of Cities. I am going to take objection to the fact that this is the idea of conserving these areas of the ground be against put on the tax free basis.

Cities and other municipalities are having a hard time meeting their budget. We have a tremendous amount of tax free things that came along the line. First the railroads were given tax free, they are still tax free. Utilities that are making profit and giving profits back to stockholders are still, in this State, tax free. We have the host of welfare agencies that are tax free; YMCA, YWCA, all the colleges are tax free, cemeteries, and churches.

Gentlemen, I can go on and on to show that in the city, in most cities of Pennsylvania, one-third of the property is tax free. Now if we are going to say here we are going to take another large area and make it tax free. Gentlemen, I do not think this is the right approach. I think if you are going to get these things and they are going to need services from the

municipalities, the municipality is going to have to give fire protection. It is going to have to give police protection. This is where the benefit of everyone and as you have stated awhile ago within an hour's ride.

Why should the little municipality where this is put be denied some type of remuneration for these services? Gentlemen, I ask you to consider this particular point very carefully. I think some setup, something in lieu of taxes probably, but certainly not to say to this municipality just because it is here, because we want it, everyone wants it within a sixty mile radius, you have got to give it tax free.

DR. NETTING

Would you like to comment on these less-than-fee land values?

DR. GODDARD

Well, I would like to talk very briefly on this point. The Project 70 enabling legislation, for the first time in this Commonwealth, provided in lieu of tax benefits when the Department takes park lands. Now it is true that they diminish when the land values increase.

I think we can make a very fine point, a point say for Pittsburgh. We took seven million dollars from the tax base in Pittsburgh, and when we did this, we did harm to the City of Pittsburgh. There was no way at that time for the Department to reimburse for taxes. I think it would be fair to reimburse during this period. But on the other hand, we have increased the land values there about \$114 million dollars. So now there is a net gain of \$107 million.

I think it is a little hard to say that we should now continue to pay taxes for the project. But I think the point you raise is one of the reasons why many of us here in the audience support conservation easements. With the less-than-fee acquisition, there would be a reduction, perhaps in the taxable assets of a given property. It could not be developed for housing, and, therefore, the tax base would be reduced, but this land would remain on the tax rolls. We buy only part of the interest and because we buy only part of the interest, we do not have access. This is a technique, to reduce the loss of the tax base.

MR. WRIGHT

I would like to say, while we say tax free, I think I said tax abatement. I am currently working on a project for the City of New York for the Planning Commission. Unfortunately, there just is not enough acreage in the city to serve the people of the city. There are only two private golf courses left in certain areas up there to serve in the neighborhood of a million and

a half to three or four million residents. These golf courses, possibly, will be turned over to private development, simply because the taxes upon them is such that they cannot afford to continue to operate as private golf courses. Now I say private, but they are for public play. If these golf courses were permitted some kind of a tax abatement, which was reasonable, they could still pay taxes on the land that they owned and it would continue to remain an open space. I do not say we should have all tax free; we should have some abatement in some of these areas, so that they could be maintained as open spaces.

CASIMER PERKOWSKI, from Alliance College, Cambridge Springs:

We say that some land is held in trust for perpetuity, for all generations in our nation. Then you get an enterprising politician who says this will provide power for many areas, as is now being contemplated in the Grand Canyon area with the two dams. I am wondering, is there any positive action that can be incorporated, perhaps in some type of constitutional amendment, which will guarantee for all generations that politicians will not use public lands held in public trust as a political tool?

DR. GODDARD

I would like to talk to that point. I do not know how you define politician, but in instance of Marble and Bridge Canyon Dam, an act would be required. And whatever action is taken, it will not be a Secretary or someone in the administrative structure; it is going to be by the Congress and Senate of the United States. I do not know how you can get any more control than that, to remove it from the Secretarial level. If the control remained in many instances at the administrative level, it might be easy to control.

I would like to point out that in Project 70, the enabling legislation carries a clause that states, if land is going to be used for purposes other than described in the Act, it takes an Act of the General Assembly to change it. I would like to cite, for example, our Delaware County project where some of the people want to use some of the land for an airport. This cannot be done without an Act of the General Assembly. I think we have the support now of the public and the legislative bodies.

There is not a single day that goes by that the Department is not asked to give up some part of our public land. In fact, you will recall not long ago, when a man proposed a north-south freeway through the central portion of Pennsylvania. He said he did this because it went through public lands. You did not have to take any other land, just take State Forest land.

FATHER RONALD J. BODENSCHATZ, Saint Francis Seminary and College of Loretto:



I would like to recommend that we give increased study to the need of some signs for some special attractions in Pennsylvania where we do not find these signs. For example, Ticklish Rock, which is up here in the northern part of the Susquehanna. I spent almost a whole afternoon to find this rock, after having seen a picture of it in a small brochure put out by the Pennsylvania Electric Company of Johnstown several years ago, and I am hoping that eventually the Government, in some way, will be able to do something with this area, because it can be one of the most outstanding attractive spots for any tourist to behold.

It is an area which can be developed and just to see the rock formation at Ticklish Rock — well, it takes you back to the west, if you have ever been there. You are rather proud that we have something unusual in Pennsylvania and then with the Conemaugh River Gap; as you know, we have the deepest gorge in the eastern part of the United States there by Johnstown. And, speaking about a Skyline Drive, we would have a tremendous one in Pennsylvania if one were to be developed from that area of Johnstown — Gifford Gap down toward Somerset, in the Ligonier area. For example, where we have Seven Springs. You go into Bavaria when you go to that area, especially in the fall.

And I am rather proud, as I mentioned yesterday, about the upkeep of the Pennsylvania Turnpike. For twenty-six years it has been in existence, and what an attractive road it is, just because of the effort to keep it up to date, and I would like to see the same interest in our State parks, and I am very happy with the work that Dr. Goddard has done in the Department of Forests and Waters, and I do not want to infringe upon the work that he had done, but if we could get a movement afoot whereby maybe some of the young people who loaf so much of their time during the summertime could be organized in groups that come to these parks, maybe we could restore some of the pathways. The benches, there are various things which are rather repugnant to me, being a lumberjack, as I mentioned yesterday, and I love to see order, and when people from out of State come here, we have one of the greatest selling points in the world, to get into some of these State parks and see the birds and timber. I could go on and on, but as someone said today, you get a Priest on the floor, and maybe he needs more than two minutes.

CATHERINE MADEIRA, the Conservation Counselors of Pennsylvania, Roadside Council, and Garden Clubs of America:

I am concerned about open space and one of the things that puzzle me is the fact that Pennsylvania, along with probably every other State in the Union, is wooing industry into the State and when industry comes in, they do not go into established industrial areas; they come into the farm land and our beautiful countryside and gobble up the land. I live in the King

of Prussia area, and I think that everybody knows what has happened there. I wondered if it could be made economically feasible for these companies to go into slum industrial areas that are already existing and do some rehabilitation.

It seems to me that this is sort of a vicious circle. The factories, they do not call them factories anymore, excuse me, industrial plants, are built and then comes the, well the bulldozer comes first, of course, and farms are disintegrated and turned into plants, and everything is put into macadam, acres and acres of it, and then come the housing developments, and then our roads are inadequate. So we have to build more roads, more schools, more sewers, more everything, and our traffic problems increase.

Now, I know the Governor has worked very hard to bring industry into Pennsylvania and is probably very proud of his record, at least I heard him say so. But couldn't these industrial concerns be persuaded, in some way, to go into places like Manayunk and Conshohocken, and all these industrial areas in Philadelphia where there are deserted plants and if anybody rides the Pennsylvania Railroad from Philadelphia to New York, I think they will know what I am talking about. It is very offensive to the eye to see these deserted, derelict plants along the right-of-way of the railroad and it seems to me that something ought to be done about that, and we all talk about Society Hill in Philadelphia and how beautiful it is. I think there are an awful lot of eyesores in other parts of Philadelphia that industry is responsible for.

#### DR. NETTING

You give very strong support to Ian McHarg's recommendation for our land use policy development. I am going to be very arbitrary this morning. There is an old educational principle that the mind can absorb what the seat can endure. At twenty-five to eleven, we will conclude this session so that there will be time for a stretch or a coffee break before the next panel begins. We have almost ten minutes.

OWEN SCHMIT, Narberth, Pennsylvania — Men's Garden Club of America:

We have heard a lot about spaces here today, and I find that in these open spaces we talk also of nurseries, of which I am a nurseryman. We feel, and since I have been in the nursery business for the past forty years or so, I have been on the Board of Appraisal for Condemnation Nurseries for public improvement, so they say.

Now each time we drive a nursery further into the country away from the public, the public pays more for their plant material, both in portal pay and transportation. I know of 15 nurseries that have been destroyed by condemnation. I think a little consideration should be given to nurseries who supply plant material and make it possible for people to buy some-

thing which might improve their home grounds. Now I say this, because I feel that the nursery is open territory to start with, it is excellently maintained at no cost, and it does pay back some taxes, but as these grounds improve and the cities move out, the nursery is continually pushed further and further into higher taxes and forced to vacate. I think some consideration could, and should, be given to condemnation.

MR. JENKINS

I wonder if that question should be proposed to the Highway Department more than the parks, large parks, State parks, and so forth? It seems to me that the park system would avoid condemning a nursery and could avoid it, but the Highway Department seems not to be able to stretch its requirements to that extent, and I think that question would be more applicable to the highways, than it would be to the park systems.

DR. NETTING

This also points up the desirability of enabling legislation for conservation easement, because the nursery might be protected by such an easement.

FRED NOURING, of Swarthmore:

Instead of occupying a chair, I have occupied a seat for 47 years at universities, and so on. Now we need . . . Dr. Goddard is doing a tremendous job; it's been wonderful with the natural forest, we have trails . . . we need some way of getting to those on foot. I stopped driving a car when I was 70, I am now 84, but I have walked the Appalachian Trail from Maine to Georgia, I have walked through Pennsylvania, the Horseshoe Trail. I recommend these areas for hiking.

Now where do you locate these trails? They ought to be located; if we study nature, you will see that their eminent domain is blessed with certain pre-eminence features. Pre-eminence features—how do you find those? Walk the slopes, the rivers, the creeks, the valleys that should be preserved. Now the places to hike should not be along the highways. You do not want to do some pushing of hikers. Keep it away from the highways. The gas fumes and all that makes it undesirable. Now we should have hookups from the big cities, all the way up through these various parks.

I see there is a bill before the National Congress to have the Appalachian Trail and a National System of Trails in the various States. It was introduced by Senator Nelson of Wisconsin and Senator Harrison Williams of New Jersey. I have been down to see them. Mr. Nelson has a scheme for three thousand miles of footpaths for hiking and camping in the State of Wisconsin alone. I have hiked a lot of those myself and these in Pennsyl-

vania we can make wonderful. Now, one of our first objectives that I would like to make a recommendation on is that our streams coming down to the old cities — Philadelphia, Delaware County, Darby Creek, Crum Creek — if these could be made available for hiking, and for recreation and camping, that would be terrific indeed.

DR. NETTING

I believe that consideration is being given to hiking trails and similar facilities in the Statewide recreation plan that is under development.

Unidentified:

Mr. Chairman, you will be happy to know I am not making a speech. I have one simple question. Will there be any future roadside rests in Pennsylvania? I realize that this comes under Mr. Harral, but it could very well have some push from Mr. Goddard.

DR. GODDARD

The new Development Bill that was just passed by the General Assembly aids in this regard and the Highway Department is to build more, and they are going to put better sanitary facilities in their program. So you will find with the new Highway Beautification Bill that this will be expanded tremendously.

DR. NETTING

The session is adjourned.

PANEL REPORT

Governor Scranton:

OUR PANEL ON PARKS AND OPEN SPACE, concerned with the quality of life the citizens of the Commonwealth may enjoy in the future, offers 14 recommendations for your consideration and implementation:

1. Enact legislation to authorize "less than fee" interests in land, including provisions for rights-of-way, deed restrictions, lease backs, development restrictions, and conservation easements.
2. Enact zoning regulations at all needed levels of government, protect them assiduously, and defend them vigorously against encroachments, even to the extent of requiring enforcement with recourse only as provided by statute.
3. Enact legislation to authorize exemption, abatement, or reduction of real estate taxes on open space and natural areas held in private ownership, but open to the public for appropriate public use, as are private religious, charitable, and educational holdings.



4. Enact legislation to strengthen the Second Class Township Code to give boards of supervisors authority to purchase park land by eminent domain.

5. Encourage the appropriate Department or Board to develop an ecological inventory to provide a basis for sound land use policy, mobilizing academic resource personnel to assist in this project.

6. Encourage the State Planning Board to consider such ecological inventory in formulating a Statewide land use policy with explicit recommendations to preserve marshes, conserve prime agricultural lands, limit structures on flood plains, establish density limits for use of steep slopes and forested areas, and guard or restore the purity of streams and ground waters.

7. Although every Pennsylvania road has scenic values, special scenic routes, closed to commercial vehicles, comparable to the Skyline Drive, should be developed after careful study by all agencies and conservation groups of suggested routes.

8. Encourage the State Highway Department to push vigorously its wisely established project to identify sites for the development of vistas to enable visitors from less scenically blessed states to admire panoramas of mountains and forests and rivers, and encourage local governments and regional citizens groups to join in this great endeavor.

9. Encourage and support increased cooperation between and coordination of the efforts of all conservation organizations and agencies — both public and private, and coordinate with the State Highway Department all developments proposed in proximity to or adjacent to the highways.

10. Encourage regional groups, such as Penjerdel, the Southwestern Pennsylvania Regional Planning Commission, the Western Pennsylvania Conservancy, and the Philadelphia Conservationists to accelerate their efforts to preserve and acquire large open spaces, particularly in and adjacent to metropolitan areas, and living museums of significant biologic, geologic, and scenic interest.

11. Encourage in every one of the smaller political units throughout the Commonwealth citizens groups, as Conservation Commissions or Beautification Committees, to actively participate in appraising the conservation and natural beauty problems and opportunities within the area.

12. Promote through nurserymens associations an accelerated program for the growth of plant materials indigenous to the State, which will be needed in larger supply for beautification projects.

13. Establish a policy at all levels of government to insure that lands acquired and held for park purposes be developed for their intended uses and not be given over for highways or other purposes, such as incorporated in Project 70 enabling legislation.

14. Establish a policy at the State level encouraging the acquisition and preservation of enough open space land for recreation purposes to provide access to some of these areas within one-half hour from any point in a metropolitan area at the rate of at least one acre per 100 persons at the population level of twenty years from now.

# UTILITIES AND THE LANDSCAPE

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Chairman — WILLIAM H. WILCOX, *Executive Director and Secretary*  
Greater Philadelphia Movement

John Dietz, *President*  
Gannett, Fleming, Corrdry  
and Carpenter

Theodore O. Rogers  
*Solicitor*  
Chester County

Clayton Hoff  
*Executive Vice President*  
Forward Lands, Inc.

Mrs. J. Lewis Scott, *Chairman*  
Natural Resources  
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Donald N. Stocker, *Manager*  
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## PANEL STAFF ADVISOR

Ralph E. Chamberlin  
*Roadside Development Engineer*  
Department of Highways

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Chairman WILLIAM H. WILCOX

Ladies and gentlemen, I have the view that those who are on time should not be penalized by those who are late so that I think we'll get started. This is panel number nine. The subject: Utilities and the Landscape.

I'm Bill Wilcox, chairman of the panel. I'm executive director of the Greater Philadelphia Movement and I'm going to tell you who each of the panel is so that we can then proceed with the reading of the papers with a minimum of delay.

The first panelist will be Mr. John Deets, president of Gannett, Fleming, Cortry, and Carpenter of Hartford, Pennsylvania.

Thank you Mr. Chairman.

## JOHN DEETS

For many years, man has been willing to accept the truths of the modern technology at its utilitarian value with relatively little thought of aesthetic values or the detrimental results of the environment in which he lives. More recently, there has been almost rebellion against this callous attitude which has produced our polluted streams and atmosphere and desecrated our countryside. We are now making great strides in the solution of water pollution and air pollution problems. This conference today is an indication of strides being made toward beautification of landscape and the preservation of natural beauty.

When we talk about utilities and the landscape, we must carefully define our terms. It has long been the custom to put many utilities such as water lines, gas lines, steam lines, sewers and so forth underground where they create no aesthetic problems. The major utilities remaining above ground are the electric power and telephone lines. The fact that such lines are not underground like most other utilities, is in itself an admission of difficult technical problems as yet unresolved.

When electric lines are placed underground it creates problems of insulation, route dissipation and terminal connections. In the case of low voltage distribution lines, the technical problems have been reasonably well solved and it becomes an economic problem for each instance to determine the feasibility of undergrounding. First consider the high voltage transmission line. These are generally 66,000 volts or up. Cost of putting such lines underground in urban areas has been estimated with the present technical knowledge to run sometimes as high as twenty times the cost of overhead distribution. And in rural areas there have been some estimates that show it to be forty times the cost of area distribution.

It is obvious from such ratios that the undergrounding of all of our transmission lines is not economically feasible for even such a wealthy nation as ours. It has been reliably estimated that to underground all of our electric distribution lines would double the electric bill of the nation.

Does this mean that we should try to give up the removal of power lines in our landscape? The answer, of course, is a resounding no. Researchers are hard at work endeavoring to find better and more economical means of undergrounding the high voltage lines. Those interested in removing such lines from the landscape should see that whatever financial resources are available be directed so that these research programs can be expanded and accelerated. There are currently only 1,600 miles of high voltage lines underground which is less than 1% of the national total. These installations are mostly in our urban areas.

Let's consider the distribution line. It is in this area that we should concentrate our efforts toward beautification and undergrounding. Distribution lines are generally under 15,000 volts and technology has developed to the point that it is within economic reason to put most of them underground. In new developments there is great incentive for undergrounding. It is hard to put a cost figure in such operations because of the variables involved, but in all probability for an average 100' lot in the new development the electric and other lines could be put underground for about \$250.00 or less. When one notes the cleaning, the track, the appearance of any development without overhead wires, there seems little doubt that a prospective purchaser would pay an additional \$250.00 for his new home.



Undergrounding should be investigated where existing overhead distribution lines are quite old with relatively little value left. Generally this occurs in the older sections of urban areas and would involve disruption of existing underground facilities in order to underground the wire. Now this would be an increase in cost; however, there are compensating factors there. Overhead costs are becoming increasingly expensive in the urban areas and the demands of traffic and building demands for land are such that the utilities in such cases are gradually being squeezed out of the above ground area.

Since there is little hope of undergrounding high tension transmission lines due to the present limits of technology, consideration should be given to blending such lines and particularly the towers into the landscape. Just compare the modern spherical water tower which is so graceful and attractive standing on a single support. Compare that to the former tank whose many supports and cross-bracings in spite of it. This is an idea of what can be done with a little forethought and planning. I hasten to add that the utilities are not lagging in this respect. T. T. & L. is currently putting some 66,000 volt lines above ground on single poles with single arm support. This is a distinct improvement in the appearance and probably much more can be done to improve the appearance of such towers.

Technical problems of undergrounding telephone and television lines have largely been solved and the matter of placing them underground to beautify the landscape is an economic one. I would suggest the following goals for the advocates of beautification:

1. In new developments, place all lines underground.
2. As old lines become obsolete and fully depreciated every effort should be made to underground them.
3. Give staunch support to research for undergrounding high voltage lines.
4. Until we have a breakthrough in the research mentioned in item 3, every effort should be made to beautify existing transmission lines which must be placed above ground. I thank you.

Chairman WILCOX

Thank you John Deets. Thank you, John. Our next speaker is Clayton Hoff, executive Vice President of Forward Lands Incorporated. You want to put them down now. I think it would be a good idea if all the panelists went down in front so that we could see the slides in a few minutes.

## CLAYTON HOFF

I should have heard the notes of Mr. Deets' paper first because much of what he has said I could have incorporated in my brief talk. I have been asked to deal with this problem on a watershed basis. I will appear to concentrate perhaps on high tension power lines, but most of what I have to discuss would apply to other utilities as well as power lines, pipe lines, telephones, highways, railways, and other things.

With the rapid increase in our population and the decrease in open space in our semi-urban areas and in our countryside in the eastern part of the country, it is more important than ever that we conserve and also improve our natural resources. A start in this direction was made in 1935 by Doctor H. H. Bennett who originated the soil conservation service of the U.S. Department of Agriculture which has worked nationwide through local soil conservation districts on the program of soil conservation, forest management, reforestation, better habitat for wildlife and game, a reduction of floods and droughts, and the improvement of water supplies both in respect to quantity and quality.

The watershed concept was recognized in 1954 by the passage of the Public Law 556 known as the Small Watershed Act, which provided federal help for local landowners. This natural resource conservation program has been greatly accelerated in Chester County, Pennsylvania during the past 20 years by the creation and operation of the Brandywine Valley Association, which watershed organization has done a rather outstanding job so that it has been used as an example by hundreds of other watershed associations throughout the country.

Here in this valley, most of the erosion in the fields has been checked by contour strips and diversion cassettes with the result that we have better crops and better pastures as forests are protected and managed and thousands of acres of new forests planted. Damage from floods and droughts, thereby has been decreased and the silt load of our streams greatly reduced.

This gratifying program of conservation is now being thwarted and nullified by certain activities of the utilities by which thousands of acres of productive forests are being removed by bulldozers and by fire thus not only destroying the existing timber but reducing the production of any future timber for the life of the right of way and, in addition, exposing thousands of acres of bare soil to erosion. Not only is the present and future potential timber production lost but we sacrifice good habitat for wildlife and game and facilities for recreation. The topsoil which is eroded away even by the slight rain which we've had during this present period of drought leaves these sloping hillsides gullied, furrowed and infertile and our streams filled with muddy waters instead of the fresh water urgently needed for our

water supply. Without the natural vegetative coverage to hold the raindrops where they fall, we accelerate the flood and aggravate our drought.

This is disastrous in the face of an increasing population which will require more pure water for domestic and industrial uses, more clean streams and more good forests, more open space for recreational needs. It is ironical that the local landowners need only voluntarily cooperate with the conservation program but must legally submit to the destructive program of the utilities. This disastrous procedure is sponsored by the Public Utilities Commission of Pennsylvania, which grants the utilities the privileges of constructing the rights of ways whenever and wherever they please without the control or even the advice or suggestions or preference of our state, county or local planning board or the general public which is directly affected. I have attempted to outline some of our problems others will deal with their solutions, however, I would like to suggest to them that they consider the following:

1. In the case of the high tension transmission lines placing them underground which will make it possible in the future to reduce the damage of our natural resources and satisfy aesthetic requests.
2. Placing our high tension transmission lines on supports high enough so that no removal of our forests will be required. This would not entirely eliminate the problem but would improve the aesthetic requirements and reduce damage to our natural resources.
3. Legislation or ordinances making it compulsory for utilities overhead or underground to install conservation practices including revegetation on the noted rights of way to reduce erosion and to discontinue the destructive and dangerous practice of burning the bulldozed timber. Instead they should convert such bulldozed timber into chips and use them as mulch to reduce the erosion and also to enrich our soil on the denoted right of ways.
4. Enact legislation to give the local, state and planning agencies reasonable authority to make the Public Utilities Commission of Pennsylvania responsible to the people of the state rather than to the utilities themselves. In this field, we now have a government of the utilities, for the utilities, and by the utilities. Here in Pennsylvania, let's make this state a government of the people, for the people, and by the people. Thank you.

Chairman WILCOX

Thank you, Clayton Hoff. Our next panelist is Theodore Rodgers, solicitor of Chester County.

## THEODORE RODGERS

For the purpose of these remarks I will concede that the cost of installation of overhead high tension lines far exceeds, or at least that the utilities have been able to convince everyone that those costs far exceed the cost of the conventional overhead means of transmission. As a matter of fact, an advisory committee to the Federal Power Commission found that the cost of underground installation exceeded that of the overhead method and I just note in passing that on that committee the utilities or their suppliers constituted at least 6 of the 10 members.

In the state of Pennsylvania, there is no public regulation is so far as these overhead transmission lines are concerned, and there is no regulation simply because the utilities, as a special interest, are opposed to it and because the influence of the public utilities has been more powerful in all branches of government than the influence, so far, of the persons who are interested in some form of regulation of this particular activity.

The Public Utility Commission, as Clayton has suggested, has indeed the power to regulate the location of these overhead transmission lines. It does not do so, and I was amazed to discover, when I was involved in litigation in this field, that there is no requirement of the Public Utility Commission that any type of information even be filed with the Commission prior to installing one of these facilities that has this tremendous affect on the public.

We generally know roads, major highways are going to be projected. But we do not know, and there is no way you can get the information even from the Public Utility Commission because they don't require it to be filed with them, to know where the tremendous facilities, overhead transmission lines facilities are going to go. Now, that's where we are now, and I suggest to you that in view of the tremendous effect that these things have, that certainly that ought to be changed.

I don't have the time here and I will not go into the litigation that I have been engaged with in and others in Chester County with one particular utility which is presently cutting a 300' wide swamp through 43 miles of Chester County and the location where it wants to go without regard to the objections of the county itself; nor individual persons who don't want it on their land, but want it on somebody elses land, and without regard to the objections of the county itself insofar as this line will affect water resources and a county airport.

So it seems to me that the issue is clearly drawn, that is as to whether a private company and its board of directors elected by private persons who own stock in that corporation are to decide a matter like this of so great importance to the public locally and the whole state without reference to any other segment of the interested public. Even more, without even being



required to supply a scintilla of information as to what their intentions are in the first place. A Chester County draft of proposed legislation died horrible deaths and because of the opposition of the utilities and the lack of support by any organ of government. Those two bills provided that there first had to be information filed in regard to these lines and secondly that the Public Utility Commission should make up findings that the route finally selected is the one that would do the least damage.

I would specifically recommend the public utility commission be urged to use the power it has at least to get the information for people and the political sub-divisions as to what these private companies are about to do and secondly, I would propose legislation that the public utility commission be required to make specific findings with regard to these matters. Thank you very much.

Chairman WILCOX

Thank you Ted Rodgers. Our next speaker is Mrs. J. Louis Scott, Conservation Chairman of the Garden Club Federation of Pennsylvania.

Mrs. SCOTT

Right of way psychology, economics, planning, politics and natural beauty are interdependent and interrelated. Because we have no clear doctrine of public responsibility toward our assignment, perhaps we should ask ourselves a few questions. What kind of a land do we want to live in? What is it worth to us to have it? Do we have an obligation to redesign our roadside and utility rights of way along ego-systematic lines, remembering a diversified landscape is a sign of environmental health, as well as, natural beauty.

Aldous Huxley said only when we get into our collective head that the basic problem confronting twentieth century man is an ecological problem will our problems improve and become realistic. The starting point for a right of way vegetation management policy is clearly ecological knowledge. The vegetation covered land area in the right of way domain, in clearings beside the highways and other roads, the rights of way of power lines, phone lines, railroads and pipelines.

Most of the rights of way form the narrow corridor used by millions of people as they travel. The ground and artificially reproduced grass lands is carved by non-selective grain of brush with her beside it. Brush is an unscientific term used to denote all types of vegetation with no respect to species. Pennsylvania has lacked vegetation capital and natural beauty at high costs and is continuing to do so.

What can we do to restore its natural beauty? Rights of way must be managed for the purpose for which they were established, they can serve

the public interest to increase benefits through multiple use and logically planned program of vegetation management to insure that maximum benefits to the environment.

Two government agencies in Pennsylvania have vegetation management policies that are scientific, economically practical, and protective of related conservation values. They are the Department of Forest and Waters and the eastern region of the United States Forest Service. Significant progress in the ecological approach to this vegetation management, has been made by the Hartford Electric Light Company in Connecticut. Its policy directs that herbs and shrubs are preserved to maintain landscape beauty. Among the best known demonstration projects of low growing, stable right of way vegetation is one that has not required one cent of maintenance in thirty years, it is the Boy Scout Ten Mill River Camp in New York State, the largest and oldest track of herbicide managed vegetation type. Connecticut College has a right of way demonstration crossing the college grounds.

We have the knowledge to prevent further damage to our right of way natural beauty. How are we going to restore the natural beauty to this part of the landscape? The objective is to create a stable cover therefore, the utility companies should get the professional help of the well qualified plant ecologist to prepare policy and to implement it. Citizens who are ecologically informed should encourage the managing agencies of government and industry to base vegetation management on ecological knowledge.

Officials want to make the right decisions. They need your interest. Remember the best and cheapest tool for controlling undesirable plants is other plants.

Chairman WILCOX

Thank you very much Mrs. Scott. My next speaker is Donald M. Stocker of the Pennsylvania Power and Light Company. Mr. Stocker asked me to state that he was speaking perhaps for his own corporation but not necessarily for the Power and Light Industry of America.

DONALD M. STOCKER

Every utility company is very much aware that it has an informative geographic area in which to operate and thus has a confined market in service territory. For a utility company, expansion of the market means accelerating the economic growth of the territory it serves and, accordingly, practically every utility company has extensive programs designed to enhance the economic development of their service area. It is through the evacuation of these kinds of activities that we of Pennsylvania Power and Light Company know the environmental quality of our service area merits our continuing dedication and action.

One action example is our Operation Trees program which we reviewed at the White House Conference on Natural Beauty last year. It is a long range beautification activity designed to screen and eventually cover mine spoiled areas in our service territory. During the last three years over 625,000 trees have been planted and the screening phase of the program has been just about completed. Operation Trees was designed as a self-health beautification program and its success has been achieved primarily as a result of a great cooperative effort on the part of the people who volunteered to make the plantings, particularly the young people. This we believe has been one of the most important aspects of the entire activity. The seedlings were purchased by our Company from private nurseries and distributed without cost to the communities. We also supervised and promoted the planting program through a professional forester on our staff.

In operating two of Pennsylvania's largest title electrical facilities—one at Lake Wallenpaupack and the other along the Susquehanna River—we are making extensive efforts to provide public oriented recreational facilities at these and other plant sites. At Holtwood, we retain two consulting engineering architectural planning firms to recommend a program that would provide maximum recreation opportunities consistent with the preservation of the unique unspoiled natural beauty which now exists there. And they recommended that our program concentrate on camping, hiking, boating, siteseeing and picnicking. We have now adopted this program at a cost of one million dollars, and it is estimated that by 1980 approximately 230,000 visitors could be handled annually. This whole project was discussed in the planning stage with local, state and federal officials and they all endorsed this kind of approach. We are also vitally concerned with the steady improvement of our other facilities. The report to the Federal Power Commission, the report to the President by the Department of Interior, both present complete details on the problems and I would commend them for your approval.

While it is still not economically feasible for an undergrounding transmission line, there are positive actions which we can and which we do undertake. In laying transmission lines, it is our Company's policy for our local people to meet with the Planning Commissions to review and discuss these routes. In this manner, our plans are coordinated with other types of development with which the Planning Commission has knowledge. We are finding this procedure to be mutually advantageous and satisfactory to all parties. The services of our professional forester are also utilized on beautifying rights of way projects and beautifying sub-stations.

The company offers underground distribution systems to new developments as well as to individual, residential, commercial and industrial customers at nominal charge. As a means of assisting and achieving our mutual



goals for improving Pennsylvania physical environment, we feel it is imperative that utilities continue to maintain a close working relationship with local and regional planning commissions and providing adequate service facilities to meet Pennsylvania's growing needs. And second, a coordinated program should be implemented in Pennsylvania through the combined cooperative efforts of utilities, planning commissions and other community development groups. This would provide for better mutual understanding of the problems involved and of the advances which are being made.

As an investor-owned electric utility and a service to the public, we believe it is our responsibility to do everything possible to assist in the creative, quantitative, qualitative and continuing development of the 10,000 square miles we are privileged to serve in Pennsylvania. Thank you.

Chairman WILCOX

Thank you Donald Stocker. Our next speaker is John Hibbard, Assistant Vice President of the Bell Telephone Company of Pennsylvania.

JOHN HIBBARD

An outstanding characteristic of the telephone industry is its continued growth. Last year in Pennsylvania we gained almost 200,000 telephones bringing the total in service to about five million. This was the highest telephone gain in nine years. We spent, in handling that growth, a little over a \$134,000,000 last year and a \$100,000,000 of that total went to growth and modernization. This program included more than 500 miles of underground facilities.

We in Bell of Pennsylvania, and our associates in the independent telephone companies of Pennsylvania, recognize the importance of building facilities which will meet the new standards we are discussing here today. Why then, you might ask, do we have the present concern for the utilities handling of outside construction? It seems to me there are three general reasons which underly this present situation.

First we have the changing standards of a now affluent society. This conference itself demonstrates a developing concern for a set of values in our culture. However, we in the telephone business have historically built and operated to a standard of efficient service in which service has been measured by customer satisfaction and efficiency has been measured by economic tests, prudent capital investment, reasonable earnings, close control of expenses. The present popular emphasis on beauty is surely promising for the future of all of us, but it is a different standard from those of the past.



Secondly, the key to the twentieth century has been rapid technological change and goals have changed to reach for the possibilities which grow out of scientific examples. Three generations ago, it was a miracle that electric lights worked and that you people could talk to each other at a distance over telephone lines. Not long ago, the methods, material, and equipment needed to put the facilities underground were simply not available. Today we have seen them become available under our programs of continuing investments in research.

The third principle reason I put under the heading of broad factors. Some problems of placing facilities are not yet solvable at any reasonable cost, but in most cases continuing progress is making the solutions relatively economical. Well, what then should expect in the near future? What kind of contributions to this concern for public beauty of our environment should you expect will be shown by the Telephone Company?

First of all, I think you have every reason to expect a continuation of our demonstrated concern for the public's interest and a ready response to the higher standards made possible through the success of our own economic system. We have a substantial number of employees who serve on planning commissions, industrial development groups and the like. These people contribute their professional competence to these activities. Close cooperation with responsible civic groups is a matter of principle with our Company.

Secondly, you can expect further improvement and our capability to do this job effectively. Our program of research to provide better methods and facilities will continue.

Thirdly, the cost problems you can expect will be progressively reduced as a result of the continuing investment in research. We have come to the point already where we put many new services for new housing developments underground. We expect to be burying the bulk of construction in new housing developments within five years.

Burying existing aerial cables is surely going to take longer. We still have the need for prudent investment of capital. Our Company is spending nearly 150 million dollars this year and will spend nearly 150 million dollars again next year, devoted to the growth and improvement of communications in Pennsylvania. The use of some portion of this capital for burying existing aerial lines would limit our ability to meet this kind of growth. However, where the opportunity does arise and the tests of efficient use of capital can be met, we do put them underground.

To help achieve the goals in this conference, I would like to leave with you three recommendations. We should continue our extensive programs of research and development to increase underground facilities. There is no doubt about that. Secondly, we should explore with public authorities,

local, state, federal, the alternatives for equitable distribution of the additional costs of buried installation. Third, we should continue to cooperate with local planning commissions and civic groups in their endeavors to enhance the beauty of their communities.

I think it is clear that we share this group's concerns for more attractive environment, for the enhancement of beauty in town and country. We have been and are making substantial progress in meeting these concerns. Any realistic assessment of the present trends of technological advance and cost reduction, gives firm assurance that future developments will more and more realize these goals and, at the same time, meet our primary responsibility to provide improving service to the people of Pennsylvania.

#### Chairman WILCOX

Thank you John Hibbard. Statements are to be limited to two minutes and we're frankly more interested in statements than we are in questions, although there is no hard fast rule on that.

I'm John H. Silver, and I should like to ask pertinent questions or make several comments as a concerned private citizen and dedicated yet reasonable conservationist interested in our heritage of natural beauty. Isn't it true in America, that telephone and power poles lining our lovely rural highways with billboards be so rightly condemned as ruining the scenery? Must we continue to accept these ugly blots on our roadside or across our landscape? Why are parts of Europe so lovely, no overhead wires or poles. As consumers we pay in rate structures for these poles and wiring. Why not pay an infinitesimal extra if necessary so we can enjoy the scenery and a more beautiful America and certainly a more beautiful Pennsylvania?

Some companies like Bell Telephone, Philadelphia Electric and Pennsylvania Power and Light plus gas pipe line builders have unusual privileges. They have the right to cross our property with pipes or unsightly overhead wires and where they please. They pay no taxes, as I understand it, once they acquire this right of way. Why should they not be assessed an annual fee as a contribution to a natural beauty fund or its equivalent? Why cannot some financial pressure be applied, or a reward given, for their real and sincere cooperation in cleaning up their unsightly distribution systems? Why should not the officers and directors in Pennsylvania be sent a letter by our executives of the Commonwealth informing them of our concern with one, the unsightliness of their distribution systems; two, their apparent tardiness in placing wires underground; three, their failure to use consistently the more consolidated or group wire methods now found through trees or along roadsides. Thank you.

I'm R. W. Herts from West Penn Power. I would like to compliment the panel members for their forthright comments on this important subject and

their recognition of the facts that electrical transmission and distribution lines underground involves many technical problems and would be costly. It should be pointed out that a major deterrent in placing these facilities underground is a resulting effect on customers rates. Despite this fact, we are making considerable progress in placing distribution facilities underground in new commercial and residential developments wherever technical and economic considerations will permit such action. Thank you.

My name is Norman McQue, Philadelphia Electric Company. The Philadelphia Electric Company has a sincere desire to be an active partner in the overall development of the 1500 communities within its service area. The Philadelphia Electric Company has been installing a substantial portion of its new plant underground annually during the past ten years. A new plant increase of over 2300 miles of underground conductors at a cost of \$66 million dollars has been made during this period. The 1964 increase netted 288 miles at a cost of \$7 million dollars. As a specific example, 115 circuit miles at 13 thousand volts sub-transmission were installed underground during the 1960 to 1965 period. This represents 95 per cent of the total plant efficient in this voltage class.

Underground plant additions in 1966 are continuing at an even higher rate with more than 300 miles of underground cable being added. Three continuing programs of underground construction have been underway for more than five years. In one, approximately \$2 million dollars per year has been spent to convert the existing area plant to underground in congested areas. In 1965, this work included 38 thousand highway feet on 30 locations throughout the system.

Two, over 80 per cent of the shopping centers constructed on the system over the past several years has been supplied underground under a cooperative agreement between the developer and the Philadelphia Electric Company. Three, an increased percentage of new homes and apartment projects have been served by underground distribution since establishment of a promotional program in 1961. Since that time, underground supplies has been authorized for over 23,000 homes and garden apartment units. In 1965, 45 per cent of the homes and 86 per cent of the apartments authorized for construction contracted for underground supply; in numbers, this was 2,600 homes, 5,500 apartment units. We looked to continued acceptance of this program so that within a period of 5 years we can expect that substantially all new homes built will be supplied underground. Thank you.

Leonard Green from Peoples Telephone Company in Butler, Pennsylvania. There are two areas that I would like to suggest as possible help in our beautification program. At the present time, there is some limited study being made on the idea of placing power and telephone facilities in the same trench. I think you are all aware of the fact that one major cost in



going underground is the trenching operation. However, for years the telephone and power facilities has been using toll lines jointly and if there could be accelerated studies made on using joint trenching facilities and random separation of their facilities in the trench, I think it might help the program considerably. At the present time, the Pennsylvania Public Utility Commission does not permit power and telephone lines in the same trench on a random basis. It may be of some help if the state regulations regarding the trenching and berms and medial strips of highways will be relaxed somewhat as far as their permit system is concerned. It might also enhance the use of underground facilities by the utilities. Thank you very much.

I am Arthur Logan, Montgomery County. I'd like to make one quick suggestion for the panel to consider in its report. One way to make a small start on this problem is to follow the leads that of our townships has recently taken. The Board of Supervisors of Whitemarsh Township has amended its sub-division regulations to require that all sub-divisions from henceforth onward shall have underground utilities or they will not be approved. Now, I think this is one firm suggestion that we can actually speed up the schedule of Philadelphia Electric and others and insist upon it because, up until now, it has been voluntary, and sometimes the voluntary enthusiasm has not been enough.

My name is Jerome Myers and I'm the solicitor for the Borough of Monroeville in Allegheny County. I want first to echo the remarks of Mr. Hoff. I have a fairly recent experience in dealing with power companies with regard to having them place facilities underground in a major commercial district that the municipality is about to renovate in many other ways. I have found that they are quite secure in their feeling that they will be protected by the Public Utility Commission in their position as to whether or not this situation is reasonable. Under the terms of the Borough code, our type of municipality has the authority to compel utilities to go underground in reasonable districts and I was surprised to see in discussing the matter with the Attorneys for the Utility Company, Duquesne Light Company, that they weren't interested even in getting the matter into the courts of Allegheny County where it properly belongs but insisted that in one way or another the matter would be decided by the Public Utility Commission. I feel that if anything important can come out of this particular section of this conference a determination that the Public Utility Commission become part of the effort made in Pennsylvania toward natural beauty will be more effective, more long lasting and have more immediate results. The Public Utility Commission to date, in my dealings with it and in my readings of its past position have taken almost no position, no indication, no concern with the matter of this beauty whatsoever. Thank you.



I am Mrs. J. B. George from Ohio and I want to thank the Bell Telephone Company and Pennsylvania Power and Light Company for all that they have done in the way of trees and prizes that they have given to the Garden Clubs.

May I ask is there any research being done for the trimming of trees in the Borough where your lines cannot be changed?

My name is Harry Wright, I'm with the Pennsylvania Power and Light Company, with regard to the lady's question: There are two things that we are doing directly along these lines. One is that we put in covered conductors without danger of burning the wires down, and we do a lot less tree trimming by clustering the conductors. There is some other research that is being done along the line of spraying trees with a retardant. This would retard the growth of trees around the lines rather than cutting them back. So I think these two areas will help in the problem that you have. Thank you very much.

I am John Middleton, a florist to the Pennsylvania Electric Company and Metropolitan Edison Company. In answer to the lady's question about tree trimming, there is research that is being carried on within the power utilities, specifically the one that I work with in Pennsylvania. We are doing natural pruning so that we leave a presentable tree after the trimming operation is completed.

My name is Lou Waldman. I'm Chairman of the Chester County Conservation Committee in Chester County, Pennsylvania. The Philadelphia Electric Company apparently feels that they are cooperating with the citizenry. We have a court case which is still going on and will still go on for a good long time. We have 400 pages of testimony that we will point out that they are not cooperating. I think that whether or not the utilities or the personnel realize it themselves, the people in this country aren't any longer going to stand for the overwriting that we've been getting. Gentlemen, the handwriting is on the wall. I think that it would be up to the utilities to start cooperating.

#### Chairman WILCOX

I think that unless there are other people who feel that their matters have not been covered, I am going to adjourn this meeting, first of all with thanks to the panelists for preparing these papers and presenting them in such an interesting fashion and I congratulate the delegates here for covering a good deal of very interesting information. With those thanks, I consider the meeting adjourned.

## PANEL REPORT

IT IS GENERALLY CONCEDED that long distance transmission electric lines, at the present state of technology, are very expensive to place underground. In contrast, distribution facilities are not excessively expensive to place underground, especially in new developments.

### *Recommendation No. 1*

Distribution facilities should be placed underground, except where special conditions exist.

### *Recommendation No. 2*

As to transmission lines, continued research can reduce installation costs. Such research should be undertaken.

### *Recommendation No. 3*

National defense considerations may, in some cases, justify underground transmission, despite the high cost of installation.

### *Recommendation No. 4*

Use of a single trench, use of highway medial strips and better coordination between electric power and telephone utility companies might reduce costs.

### *Recommendation No. 5*

In considering these matters, the economic benefit of natural beauty, as well as costs, should be recognized.

### *Recommendation No. 6*

Vegetation management policy can be important in reducing soil erosion, and other damages, and also in improving aesthetics. Utilities should employ professional ecologists where appropriate. Contouring of some transmission lines along, instead of over, hillsides is feasible. Improved design is also possible.

### *Recommendation No. 7*

Some panelists and delegates proposed a degree of control or supervision by the State and county planning commissions — or at least that a public hearing be held — before a transmission power line is authorized. Others pointed out some of the practical difficulties that might interfere with prompt service to customers.

### *Recommendation No. 8*

While I cannot assert that there is complete agreement with the final recommendation, the prevailing viewpoint was that with the increased values being assigned natural beauty by our citizens, State government should review and define in depth the roles of the Public Utility Commission, the State Planning Board, and the Department of Forests and Waters with respect to the location of new utility lines. This review must consider three elements: natural beauty, ecology and cost. In the case of cost, a sharing formula should be proposed for the assignment of costs between the public and the utility. The review should, in the light of the findings, suggest either statutory or administrative changes.

# TEACHING AND PREACHING NATURAL BEAUTY

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Chairman — JAMES B. STEVENSON, *Chairman*  
Historical and Museum Commission

Mrs. William H. Beason  
*Regional Director*  
National Council of  
State Garden Clubs, Inc.

Mrs. Roland T. Addis  
*Legislative Chairman*  
Council of Republican Women

Dr. H. S. Fowler  
*Prof. of Education and Director*  
Penna. Conservation Lab. for Teachers

Joseph White  
*Educational Director*  
Western Penna. Conservancy

Mrs. Woodcne Merriman  
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Parkland High School

## PANEL STAFF ADVISOR

Mrs. Eleanor Bennett  
*Conservation Education Advisor*  
Department of Public Instruction

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## TEACHING AND PREACHING NATURAL BEAUTY

Chairman JAMES B. STEVENSON

Now that we have shaken our cloak of ananimity and have our signs, we can proceed with the subject — Teaching and Preaching Natural Beauty. Before we get into this very important conservation subject I would like to identify myself a little further. The Historical and Museum Commission, of which I have the honor to be Chairman, is an agency, as most of you know, of the Pennsylvania Government, just as the Fish Commission and the Game Commission. We go to the Legislature and ask for budgetary monies, tax monies, and spend them administering some thirty historical properties throughout the State and issuing a series of publications, identifying Pennsylvania's tremendous historical heritage by the printed word.

Now it is my privilege to be the Chairman of this panel, made up of some of the most accomplished persons who appear before this Conference. It is rather ironic that I am the chairman because I do not have the patience to be a teacher. However on this panel there is a university teacher and a former high school teacher. Now what we are going to do? Remember the subject is Teaching and Preaching. What are we going to do about preachers? The talents for this calling are not within me, but from reading the reports of the panelists in advance it is obvious that we have preachers here before you on this panel.



We will call first on Mrs. William Benson for a paper on how clubs can help preach and teach through the public. Mrs. Benson is Regional Director of the seventy-thousand-member Central Atlantic Region of the National Council of State Garden Clubs, and a past president of the Garden Club Federation of America. Mrs. Benson.

MRS. BENSON

Our Commonwealth has a vast number and variety of clubs with memberships representing a cross section of the populace and with almost unlimited potential for united action in the promotion of our campaign for National Beauty. No matter how fine their motives, however, individual clubs working as separate units have a very limited impact upon the public. To make their participation effective there must be strong organization, with a good plan for action, provision for up-to-date and accurate information, recognition of what is really good legislation, a source for the necessary funds, good public relations, and constant publicity.

This is quite a big order but the following procedure has been successful:

*First*, call a meeting of representatives from all community clubs organizations, from the Park and Recreation Boards, the Civic Planning Commission, professional architects, the governing body, certainly school officialdom, and Water Resources Board, public media, etc.

*Secondly*, appoint a recognized leader to head the project and a recording secretary who will immediately start keeping a running record of the campaign.

And *third*, outline a plan for action. Make a survey of the entire community to determine its assets and liabilities in the realm of civic beautification. Note home and neighborhood grounds and special character of neighborhoods or the town itself, the historic landmarks, certainly productive farmlands, and all bodies of water, marshes, ponds, swamps, recreational areas, wooded lots, forests, streets, roads, and two entrances, public buildings. Everything must be on this blueprint for action.

Then determine the best procedure. Delegate specific responsibility to clubs, committees, or individuals. Arrange for regular progress reports, inspection and maintenance of the projects undertaken.

*Fourth*, the need for one of the most important steps now becomes apparent; namely, providing accurate information. Authorities must be consulted while the urgent need for the guidance of a Community Ecologist cries for recognition. The appointment of such an official would indicate the epitome of the mature approach to civic beautification.

In addition, a mass of information is available through workshops, conferences, and courses, already being given by garden clubs, the Penna.

Horticultural Society, and other organizations; by tours through your native places, but make them interpretative tours. Have tours to places of beauty and also to the despoiled places. Provide scholarships to students, teachers and civic leaders. This is a very important thing since our Civic leaders do not have time to dig out this information themselves. Information can be available through garden centers, and seeing that our libraries are stocked with needed publications. Have an occasional inspiring speaker address the community. It is important to publicize the information thus obtained, and even more important to use it.

*Fifth* — Financial aid may be secured through matching funds from Federal and State governments, grants from foundations and business houses, contributions from clubs themselves, sponsors, patrons, also actual fund raising campaign for specific projects, and through scholarships, which are now available.

*Sixth* — It is well to remember too, that all successful campaigns are accompanied by recognition of outstanding accomplishments. Constant publicity, and by that paramount and potent catalyst, good public relations.

In conclusion I wish to emphasize that in unison our clubs have the necessary know how and are so geared for action that they can indeed through educating the public and themselves play an effective and significant role toward achieving natural beauty.

MR. STEVENSON

Thank you Mrs. Benson for your paper with solid, practical, workable ideas. I certainly am glad you brought this up. Next we will hear on the subject of educating the public through institutions of higher education from Dr. H. S. Fowler. Dr. Fowler is Professor of Science Education, and Director of the Pennsylvania Conservation Laboratory for Teachers at the Pennsylvania State University. His bachelor, Master's and Doctorate are from Cornell University. Dr. Fowler.

DR. H. S. FOWLER

The problems related to the role of institutions of higher education in educating the public about natural beauty revolve about several considerations. Some of these considerations are the following. In the past colleges and universities have conducted natural resource research along lines which had bearing on economics and production. The colleges were reluctant to tackle research dealing with other aspects of man's relation to his natural resources or his natural environment. Another problem relates to the lack of support for research in the area just described. Recent legislation, however, seems to have, in part, remedied this.

Another problem relates to recent emphasis in the teaching of the sciences. There has been a move away from an emphasis on technology and application to a stress on the pure sciences and the structure of the disciplines. This has decreased emphasis on topics like conservation and resource-use education which is a natural vehicle for training persons in the area of appreciation of natural beauty.

An adjunct problem here relates to the lack, at the grassroots level, of personnel to accept leadership roles in "teaching and preaching natural beauty." This again results, in part, from the dearth of financial support for many applied fields such as conservation and the ever-increasing emphasis on support for the pure disciplines.

In addition, some colleges have exhibited a great apathy related to the development of leadership for "teaching and preaching natural beauty." This apathy may be a reflection of public apathy concerning the issue.

What are some things which can be done to remedy this situation? What can we do about providing leadership so sorely needed for "teaching and preaching natural beauty?" What can we do to educate the public about natural beauty by utilizing the facilities and staff members of institutions of higher education?

First. We know too little about techniques which can be used to influence attitudes about natural beauty and man's responsibility towards his environment. Therefore, it is recommended that a higher education conference be called to consider ways of changing public attitude toward and responsibility for maintaining natural beauty. We must know more about the most effective techniques which can be employed. Elementary school teachers, in particular, and also secondary school teachers are a mighty force to be recruited for the campaign to "teach and preach natural beauty."

Probably the most effective vehicle for presenting the subject matter related to man's responsibility toward maintaining natural beauty is a well designed course in conservation or resource-use education. Therefore, the second recommendation for your consideration is as follows: That a college course in Resource-Use Education or Conservation Education be made a requirement for certification of elementary school teachers in the Commonwealth. The course would have a strong emphasis on man's responsibility toward maintaining natural beauty.

We do not have time, however, to wait for a course in conservation education with emphasis on natural beauty to become adopted as part of teacher education programs. There are many in-service teachers who can have a great impact if given short-course-type programs at the present time. It is, therefore, recommended that a fellowship program be supported for



teachers who wish to train as grassroots leaders in "preaching and teaching natural beauty."

These training programs might well be conducted during the summer and have as their title, conservation or resource-use education. The training program itself would have as its theme, man's understanding of his natural environment. It is hoped that the fellowship program would have support at least equivalent to that made available by National Science Foundation-sponsored programs or the programs sponsored by the National Defense Education Act. In this way, the program would be competitive for talent available. It is suggested that each teacher attending the leadership training program be asked to accept a commitment to become a leader and a resource person in her school system upon her return.

At the present time, there are no organized materials available for teaching about natural beauty in our elementary and secondary schools. It is, therefore, recommended that a College, in conjunction with the Department of Public Instruction, prepare an appropriate proposal to be submitted to some funding agency. There would be proposed a writing conference to produce materials for use by elementary school teachers in emphasizing man's relationship to his environment and his responsibility toward natural beauty. Interested and qualified faculty members of the college or university would be used to produce the materials which would be adapted to the elementary and secondary school classroom with the expert advice of members of the Department of Public Instruction.

We should know something about the effectiveness of the teaching materials which we have produced. Too many times new curriculum materials have been prepared for elementary and secondary school teachers and their worth and their effectiveness have been assumed because of the fact that they exist and offer a so-called new approach. If materials produced for our program to educate youngsters about natural beauty become available, we should design a research project which would test their effectiveness.

Therefore, it is recommended that funds be made available for a pilot study operated out of three colleges or universities. The Colleges of Education or Departments of Education in these three colleges would set up a research study to test the effectiveness of materials produced for use in teaching about man's responsibility toward maintaining natural beauty.

In recent years, introductory college-level biology courses have developed a new orientation. The courses have evolved in a direction which emphasizes molecular biology and have consistently de-emphasized the applied fields of biology. This has been done to the detriment of areas like conservation education, outdoor education, and recreation education. In addition, this development has not emphasized the appreciation of our natural environment nor the necessity that it be preserved.



Therefore, it is proposed that a conference of college level biologists be convened to design experiments with existing biology courses which would change their orientation from their present emphasis on biochemistry and molecular biology to an emphasis on man's dependence on his natural environment. Further, it is recommended that funds be made available to try out these new courses on an experimental basis and that the results of the experiment be made available through publications to biology departments in other colleges and universities.

It has become increasingly evident that Americans believe that they can live by bread alone. Hopefully, we will, in the next generation, develop a new orientation in our relationship to and stewardship of our resources.

Therefore, it is recommended that colleges be encouraged through grants from state and federal agencies to do research on the esthetic values derived from resources. For instance, how does one measure the value of a beautiful mountain stream without pollution, or a green open space adjacent to a city, or a mountain without partially decomposed temporary shelters? In the past, colleges and universities have been reluctant to do this type of research since their research emphasis has been on production or on economics. The orientation of resource research should, in part, be changed from an emphasis on economics and methods of increasing production to the esthetic values gained from man's understanding of his relationship to his natural environment. A way must be found to communicate these findings to persons in authority and to the public in general.

It has become increasingly evident that we are not utilizing the leadership potential of our older citizens, the voting public in general. If this is accomplished, there must be training opportunities provided for this segment of our population.

Therefore, it is recommended that colleges with qualified staff develop a continuing education program which would make speakers and consultants available to the public. These speakers and consultants would stress man's dependence on his natural environment and his apparent disregard for the maintenance of its natural beauty. Two immediate problems which might be discussed are water pollution and the rapidly developing rural slums.

It is evident that institutions of higher education can have a profound effect on our efforts to educate the public about natural beauty and to further the cause of "preaching and teaching natural beauty." What has been presented here are but a few ideas which may be pursued. Hopefully, several can be adopted through financial support, research, and legislation.

Thank you.

## MR. STEVENSON

Thank you Dr. Fowler, for your competent professional advice in the field of conservation leadership. Here before you on the platform today are newspaper-connected people. Two of them are actively engaged in the business. One of them has entered another field. The next panelist is busily engaged. She is Mrs. Woodene Merriman, who will talk to us on how the McKeesport Daily News preaches and teaches natural beauty. Mrs. Merriman is a feature writer for that newspaper, one of the finest in Pennsylvania. She is also a camping enthusiast and is deeply interested in conservation as an avocation. Mrs. Merriman.

## MRS. WOODENE MERRIMAN

We at The Daily News believe that people truly are interested in natural beauty. We do not need to preach it or teach it as such, but only to alert people to the natural beauty about them. The Daily News, which is a city daily newspaper with a circulation of approximately 40,000, tells the natural beauty story many different ways.

First, we have what we call the "section page" on which we use "layouts". These are newspaper terms. The section page is the first page of the second section of our newspaper. It carries no advertising, and, on most days, it is reserved for picture features. Some days, we use as many as eight pictures, with only artlines below, filling the entire page. Other times we use one to five, six or seven pictures, with an accompanying feature story.

Frequently, these picture pages deal directly or indirectly with natural beauty subjects. I think perhaps the best way to explain this to you is to give you some examples, by citing these pages we have used in the past.

*Spring at Ohiopyle* — This was a full page, eight pictures of the roaring, white water Youghiogeny River at Ohiopyle, The Cucumber Falls, wildflowers, and so on. This is one of the Western Pennsylvania Conservancy's areas, as are many that we have featured.

*The Raccoon Creek Wildflower Reserve* — This page had pictures of people on a guided tour of the reserve, taking photos of the flowers, the birds, and so on.

*Old Stone House* — Along with pictures of this old wayside inn we ran a story of the nearby Jennings Blazing Star Reserve, and plans for the state park that will be built in that area.

*Fallingwater* — Immediately after receiving the announcement that Edgar Kaufman had given the Conservancy the famous Frank Lloyd Wright masterpiece, we contacted the Western Pennsylvania Conservancy and received permission to take the first news pictures inside this famous home.

*Flower Shows at Phipps Conservatory* — Unfortunately, we don't use color photos, just black and white. But masses of flowers do look good in black and white, especially when you include a few pretty girls in the pictures, too.

*Harvest at a Truck Farm* — You can imagine what nice pictures this page made — typical Pennsylvania in the fall with full ears of corn, plump peaches, and so on.

*The Maple Festival at Somerset* — This page showed both modern and old fashioned methods at the maple sugar camp, the boiling of the syrup, etc. Incidentally, we carried this subject a little further, and on the same day that we ran the full page of pictures on the Festival, in our food column we ran maple sugar and maple syrup recipes.

*Spring is for Children* — This was an essay type layout. The page had pictures of children digging worms in the warm spring mud, children walking in the rain, children admiring the first tulips, and so on. Another newspaper might adapt this idea for the fall. Fall is for children, too.

*Fall Foliage* — For a page on this subject, we used a few scenic pictures, and a story giving suggestions on where to drive to see the flaming foliage at its best in our area.

*Lady Rabbit Trapper* — We have a lovely, curvaceous young mother in our city who traps rabbits for the Game Commission. She's an ideal subject. The rabbits are shipped out to country areas, where they presumably can live a better life than in the city. We used three pictures and a story, which was later picked up by the Associated Press and reappeared in newspapers all over the country.

These picture pages, we hope, carry several messages to the reader. They inform, they entertain, and in many cases, they make the reader want to go out to the maple festival or the wildflower reserve or Fallingwater and see for himself what's there.

The Daily News also tells about natural beauty through news stories and editorials. Because we know that people are interested, we give a great deal of play to news stories dealing with natural beauty — everything from the announcement of new parks to the arrival of gulls flying north in the midst of a late spring snow flurry. Our editorials on natural beauty have run the gamut — everything from "don't litter" to plumping for more state camping areas.

We also "preach and teach" natural beauty through what we call in the newspaper business, inside features. Quite simply, this is a feature story plus picture that could run any place inside the paper. Many times these

are seasonal. Two examples I can think of off-hand are trillium and dogwood.

In the spring, when dogwood was in bloom, we took a picture of a pretty girl smiling midst a circlet of dogwood in full bloom, and used it with a feature story about the legend of dogwood, how to care for dogwood trees, and so on. Then when the Western Pennsylvania Conservancy sent out a release last spring, saying that trillium was in bloom at Ohiopyle, we enlarged on that and made it an inside feature story. We used a photo of a little girl sitting in a carpet of trillium in a woods outside McKeesport, and a story about the wildflower, including, incidentally, the fact that you could take a Sunday afternoon drive, and see it in bloom at Ohiopyle.

Briefly, that's our story.

I might add one note. Even when our purpose, even subconsciously, is to preach and teach natural beauty, we don't ignore basic newspaper rules. In pictures people still like to see pretty girls, children and animals. So we always have people in our pictures, even though the main subject may be a bed of flowers or a historic tree. Alone, these don't look like much.

And our stories and pictures always have a news peg — the page on the Old Stone House actually was an elaborate way of announcing that it was opening to the public; the pictures of Fallingwater actually told of the Conservancy's plans in taking over the house.

Of all the ways we treat natural beauty stories in the newspaper, I think perhaps the most effective is the picture or pictures plus story treatment. The photos catch the reader's attention, and the story tells him where he, too, can go to see and enjoy such lovely natural beauty.

We know, from the calls and letters that come in to the newspaper after such a feature appears in the paper, that people do follow up and go out to see for themselves. They ARE interested in natural beauty.

I think newspapers, and perhaps radio and television stations, could and would, however, give more space and time to natural beauty subjects. More promotion work on the part of the state agencies or other groups interested in natural beauty would help. You would be amazed at how many stories we pick up from telephone tips from people. I would urge any such agency to send publicity releases and pictures to newspapers whenever possible. A lot of publicity releases find their way into wastebaskets, to be sure, but many also inspire a local reporter or an announcer into an even better story.

It helps, too, to get to know newspaper and other communications people personally, to find out what they want and what they can use, if you're in the business of promoting anything, including natural beauty. Take pic-



tures for example. Some newspapers want glossy photos, some want mats, some use only their own pictures. You're wasting your time, unless you really know what the newspaper, the radio, or the television station wants and can use. Yesterday at one of these panel sessions a representative from Bucknell University suggested that newspapers use more of the positive side of the natural beauty story. That's exactly what we're trying to do.

MR. STEVENSON

Now maybe the audience will appreciate the fact that I wished you worked on my newspaper. The next subject that we will hear discussed is the use of Legislative Channels for protection and conservation of natural beauty. Speaking on this subject is Mrs. Roland T. Addis, Chairman of the State Legislative Advisory Committee of the Pennsylvania Council of Republican Women. Among the many other organizations on whose board she is a member, is the Roadside Council. She is head of the Legislative Committee for the Council.

MRS. ROLAND T. ADDIS

My subject as Mr. Stevenson has told you, deals with the use of legislative channels for the protection and conservation of natural beauty, or "lobbying," for beauty. Since I work with the Legislative Committee of a large group of women, please permit me to use as examples the procedures of this committee which can be readily applied to similar groups. Indeed the procedures described are the same for problems of conservation or any other major area of concern.

As we see it, there are two essentials to success in lobbying (here I hesitate, because I'm reluctant to use the word, "lobbying.") To me, lobbying is a professional paid activity engaged in to benefit a special interest, whereas what we do is an unpaid activity, engaged in at our own expense, for what we believe to be the public interest. But whatever we call it, there are two essentials to success.

One is a "voice," an informed public willing to speak out, and the other a channel through which to be heard. Our voice is our membership. Our 386 councils totaling over 69 thousand members with approximately 300 Legislative Chairmen and or committees within these councils. Conservation legislation has been mentioned regularly in these sessions and has run like a thread through the conference. Our task is to inform our members of the issues and to encourage them to participate in the passage of worthwhile legislation in the hope that we can be the beneficiaries of government and not its victims.

We do this in several ways. One of the most important is education. "Teaching and Preaching." First of all, we circulate our Legislative Letter,

which is an analysis of the important bills pending. It is written by the chairman of the Legislative Committee and published bimonthly, when the Legislature is in session, after study of the issues and discussions with the committee (which meets bimonthly) and frequent meetings between the Legislative Committee and key legislators involved in the legislation under consideration. The Legislative Committee consists of 24 women of outstanding ability, selected from all parts of the State. It enjoys the authority to speak for our State Board and our entire organization.

Secondly, we try to educate through talks made by members of our Legislative Committee who make themselves available for speaking engagements at regular meetings of the councils in the areas in which they live. The Legislative Committee has a sub-committee on conservation qualified to speak when requested.

And thirdly, we teach through our seven or eight Political Activities Conferences held each year in key areas throughout the state. The total attendance at these Conferences is between 2500 and 3000. Traditionally, the morning program consists of a legislative panel made up of two members of the House of Representatives, two members of the Senate moderated by the chairman of the Legislative Committee. Issues are discussed, and questions are asked and answered freely. Conservation is always an area of great interest to those present. When, hopefully, we have our membership thinking along the lines of public interest, we try to act as a channel for their ideas and concerns so that we may adequately represent them in our public remarks and in our legislative letters.

We urge their participation, believing that there is strength in numbers, and that united we have influence. We stress the responsibility of all citizens to be a "voice" — pointing out that "Action without study is fatal; but study without action is indeed Futile.

We instruct our members how to be a voice, how to write, to whom to write, and when to write, but never what to write, as we hope that our education process has made this unnecessary. We provide a leaflet for their use entitled "Effective Letter Writing." (I have some of them with me) At present we are encouraging our legislative groups which meet at morning coffee hours to do their letter writing at the meeting, while they're all present to help each other. If we can count on ten letters from each of the 386 councils on any issue in which we are interested we make an important impact on our Legislators.

This brings me to the second essential of success — A channel through which to be heard. Our channel is, of course, our elected representative. Assuming that our representatives are good people and wish to know best how to represent their constituents and the Commonwealth as whole,

realizing that they cannot be fully informed in all areas, we presume to inform them on the areas of our concern. First, through our Legislative letter, which is mailed to all members of the Legislature. We express our views and report the facts as we see them. Secondly through the letters which we trust our members have been writing to their Legislators, and finally through personal contacts. We have frequent meetings with senators and representatives who are invited to working sessions of our committee at state headquarters in Harrisburg as often as possible. Also contacts are made by our legislative committee members in their home districts.

Finally and specifically on conservation we have consistently reported favorably on legislation having to do with conservation whether it be air, water, beauty, or protection of our roadsides. We speak on the subject we attempt to arouse interest where it did not exist, we encourage interest where it does exist, and we try to show interested women how they can help. Groups of all types can do the same through their publications, and through the energies and voices of their members. We all seek to preserve the natural beauty of Pennsylvania for our children, our visitors, and ourselves. If this is lobbying, I rest our case.

MR. STEVENSON

Thank you Mrs. Addis for giving us the benefit of your wide legislative experience. Our next speaker is Grant L. White, Director of The Lehigh Valley Cultural Center at Allentown.

MR. GRANT L. WHITE

I have little doubt that with Pennsylvania's natural resources and technological know-how we can shape our physical environment into the epitome of beauty and harmony. However, the problem lies not within the resources and know-how. The problem is within the mind and spirit of our citizens.

We as a nation have not been willing to commit ourselves honestly to accept the criteria of nature's laws. Our civilization demands that we live within the understood rules of ecology and conservation to healthfully survive. Before beauty can exist in the land it has to exist within the mind and spirit. The greatest problem that we are faced with at this Conference is that public elementary and secondary schools have failed miserably in developing youth for good citizenship with the hundred years of their existence. Materialism has been the basic lesson plan for learning to live.

We suffer like no other nation with regard to pollution of the earth and erosion of man's spirit. Physically, we experience the best of health but mentally and spiritually we are victims of an eroded spirit and a desecrated

land. Take the consumption of aspirin, tranquilizers, cigarettes, alcohol, and recently dope. What about heart disease, ulcers, cancer, and mental illness?

Man in America has played hooky from the school of the out of doors too long. Ever since formal learning became mandatory we have lost our direct sensory contact with the school that is nature. In most cases the stepping stones are overgrown. Man can't return to this area and the proving ground where he was fashioned and lived successfully for a million years. Our society won't permit it. My fellow teachers and I would be the first to admit we live in a sterile world of ignorance in relationship to our environment. We deal in commodities such as books and bells, we operate in climate-controlled cubicles with hordes of students. We know very little about community planning, ecosystem, radiation pollution, urban renewal, aesthetic appreciation, landscaping the home, or the results of two thousand school children flushing toilets twice a day or one hundred and eighty million citizens throughout America today. This ignorance is not bliss. Believe me, it's hell. We are of little help to nurture and fashion the intellectual free inquiry of youth into the daily discovered outside environment. We as teachers want help, direction, and cooperation. We want to be a team with our students and community and with our state, and with our nation.

The Pinchot Institute for Conservation at Milford says, "Train all the teachers of America to have an awareness of their environment." This is quite a task. Teachers are the most vital influential force for the dissemination of attitudes and ideas in America. We realize we have the best system for education in the world. Now let's educate gregarious man to live in this new industrial urbanized society for today and tomorrow. Let's have teacher action so that we can have student reaction.

The following are suggestions for programs with action:

1. There should be a state-sponsored in-service institute of at least three days or more for all superintendents, principals, and assistants. Purpose is to acquaint them with needs, services and programs to encourage action in preservation of natural beauty for curriculum development and enrichment. School district should be assessed financially regardless of district attendance. This would encourage a responsible action for attendance and direct interest of school boards. Programs should run successively for four years to allow for acquaintances of all parts of the state. Programs, of course, will need constant evaluation.

2. A recent survey of 425 Lehigh County elementary teachers revealed almost unanimously a desire for in-service programs of nature study, conservation, geology and ecology. College courses in too many instances



locally have not been directly appropriate to meet their needs and interest. The demand is getting greater because of interest motivated by state and Federal legislation in areas of conservation, open lands and population problems. The State Department of Public Instruction, in cooperation with private and public agencies, should provide facilities and staff to help teachers to gain knowledge and skills in an outdoor environment, fitting of the subject of Natural Beauty. If we are going to be effective in selling our New Pennsylvania, teachers must feel they are a part of it. We can't sell if we don't know our product.

There should be several Environmental Colleges or facilities throughout the state conveniently located within reach of the population centers, perhaps serving a fifty mile radius. Too many of the developments have been mostly on an economic basis to gain the dollar without meeting the needs of education.

- a. It should be located in an area befitting or of a setting expressing natural beauty so as to set the stage conducive to observation and study of the natural environment with its simplicities and its complexities. Many of the universities and colleges don't have a campus that would be adequate.
- b. The facility could be an existing one but should provide at least a main lodge for mass instruction or meetings, dining facilities, toilet facilities, winterized dormitories, open air shelters, laboratories and workshops, and possibly tenting area.
- c. The staff should consist of naturalists, ecologists, outdoor education directors in residence. Also many other consultants and specialists, such as sanitation engineers, city planners, strip mining companies, interpretive musicians, historians, etc., should be a part of the program. The environment and social spirit and direct informal contact would allow the temperament to relax and to enjoy it and the mind partake voluntarily.
- d. This program should operate twelve months of the year. Pennsylvanians are finding many activities to be pleasurable and healthful in the winter. Life doesn't cease to exist in winter.

3. All local school districts should be encouraged to develop, either as part of their school grounds or in a convenient proximity, an area as an environmental laboratory. It should be used by all grades, kindergarten through 12th grade in all sorts of project problems and observations. Too many times nature programs are strictly directed toward the elementary area and there is no continuance. They could be used by Home Economics for cooking, gym classes for hiking, camping, other skills, Biology for Flora and Fauna, General Science for weather. Chemistry for p.H. de-

termination and mineral assay, history and democratic principles in living as a group in camping, etc., etc.

4. Each county, school district or school should have a school naturalist or ecologist coordinating efforts of field trips, summer programs, weekend programs, class visitations, and community activities. We supply specialists for music, art, reading, guidance, psychologist, physical education, driver training, industrial arts and home economics, and coaching. Why not a conservationist naturalist or an ecologist?

5. Recently, Washington called together a youth conference on Natural Beauty. Pennsylvania was well represented by teenage leaders of citizenship organizations.

(It appears to me that there are some folks down front that have been with us for the last two days that maybe were recognized or maybe haven't been recognized. Are you folks from the Youth Conference Group? Will you please stand?)

They left the meeting spirited and imbued with sincere desire to lick the blighted conditions of their communities that they inherited from us, their forefathers. Why not an annual Pennsylvania Youth Conference under the sponsorship and guidance of the representative state agencies? Remember the impact of "Smokey the Bear," and our kids in the back seat of the car on "We of the Litterbug Generation"?

And in summary, the Department of Public Instruction must be alerted as to the need for training teachers to preach natural beauty. The school administrators have to be informed as to problems within our environment in regards to natural beauty and its implications on human survival. Training programs must provide for teachers by local, state, public, and private agencies in order that they better know their community and its problems. Curriculum has to provide schools with time to contact the environment direct with trained specialist. It appears that on school grounds the situation is to make it strictly grass which is a very unnatural situation. It was suggested by an ecologist from Lehigh University that we'd be better off going to the city dumps as there would probably be more learning there in the way of conservation than on the grass and the blacktop areas of schools.

Lastly, youth leadership programs and conferences should be provided to allow for an exchange of ideas and communications at a local, state and national level.

I fear that if we neglect these tasks in any part regardless of legislation, promotion, or building, our culture will leave no treasure for our greatest of treasures, the growing child.

MR. STEVENSON

Please accept my personal nomination as the Billy Graham of Conservation. I am very grateful to you for your expression that we've played hooky from the school of the out-of-doors too long. I think that's quite inspiring. Now we will share something very practical that's being done in Western Pennsylvania about conservation. The subject, How The Western Pennsylvania Conservancy Preaches and Teaches Natural Beauty. The speaker is Mr. Joseph B. C. White.

MR. JOSEPH WHITE

Thank you Mr. Stevenson. When we're talking about teaching and preaching I think we are most effective when we get down to successful good works. I think that those among us who know something about the Conservancy look to it as an example of success in teaching and preaching the natural beauty by protecting areas of great significance for their natural beauty or natural significance, their historical importance or their potential use as recreational areas.

The Conservancy was organized in the early 1930's as the Greater Pittsburgh Art Association. It was reorganized in 1951 and given its present name and extended its works beyond the greater Pittsburgh area by developing a plan and acquiring land for what is now McConnells Mill State Park. This was the first major project of the Conservancy under that name.

In 1958 the Conservancy was reorganized as a dues paying organization and has since set a tremendous pace as an action organization dedicated to very basic concepts of natural resource conservation. Since 1958 additional park projects have been underway by the Conservancy staff and the Board of Directors. I would like to emphasize that the reorganization of the Conservancy in 1958 was a major turning point because it began then to develop a major membership which has now grown to nearly 7,000 persons. We operate in the western 26 counties of the State and we have members in all those counties and from many other counties within the Commonwealth of Pennsylvania. I also wish to emphasize that the Board of Directors of the Conservancy is made up of hard working, intelligent and action-minded businessmen who are dedicated to conservation and are willing to work. It is one of the most active boards that any one could ask for in an organization.

The Conservancy has directed its efforts in a major sense towards the identification of unusual natural areas that have significance, both from the standpoint of natural science and natural beauty and recreation potential. The acquisition of this land has come about through the generosity of individuals and organizations who have aided the Conservancy directly. More than 20 major foundations in western Pennsylvania



have contributed to the land acquisition and educational programs of the Conservancy. The income from the dues of nearly 7,000 members is another major source of financial aid for programs.

The Conservancy has been responsible for the identification and planning of seven major state parks in Pennsylvania: McConnells Mill, Lawrence County, 2,000 acres; Moraine State Park in Butler County, 14,000 acres; Ohiopyle State Park in Fayette County, which when completed will be 18,500 acres, the largest State Park in the Commonwealth and the first one to be purchased with Project 70 funds. Four additional parks are planned by the Conservancy. These are major parks which have been accepted by the Department of Forests and Waters and are programed for direct implementation and development.

One of the most striking of these four is Laurel Ridge State Park which will encompass the entire mountain ridge from Johnstown to Ohiopyle. It is a magnificent park area which will protect one of the last remaining mountain ridges in western Pennsylvania in virtually untouched condition. Too many times we have forgotten the mountain ridges, thinking that they are always going to be there. The major feature of this great park will be a hiking trail along the ridge, nearly 57 miles. It will become a major recreation and conservation area for western Pennsylvania. There will be another great park in a scenic area of tremendous beauty where the Conemaugh River goes through the Chestnut Ridge of the Appalachian Mountains. Two other State Parks, Oil Creek Park and Buffalo Creek State Park, will provide great recreation areas and provide permanent protection for large areas of beautiful land.

The Conservancy has now acquired more than 18,000 acres of land in western Pennsylvania, setting it aside for development as parks by the state, or to be held by the Conservancy in trust as nature centers and protected natural areas. Not one penny of state funds or taxes of any kind have gone into the Conservancy's land acquisition program.

We now have six nature centers either in operation or under development. Our Wildflower Reserve in Beaver County so far this year has drawn 22,000 visitors. Many of these are school children coming in cooperation with our programs for elementary and secondary schools and colleges. At our Ferncliff Nature Reserve in Fayette County we have had already this year nearly 24,000 persons. And here again many children come in cooperation with local school programs. At the Jennings Nature Reserve in Butler County another tremendous crowd of persons is coming every year, increasing every year and participating in greater number. In our guided tour program experienced naturalists are provided to introduce the public to the beauties of nature and the fundamentals of conservation.



Let me tell you about one little experience at our Wildflower Reserve this year. We had a group of children from a very badly blighted area within the city, perhaps from the worst slums in the city of Pittsburgh. When it came time for the bus to leave one little seven-year-old boy was missing and we searched for him for nearly an hour, and finally found him down one of the trails setting beneath a great old stump just looking out across the fields, and he said, "I don't want to go home." Perhaps for the first time this child had been introduced to the intoxicating beauty of nature. I don't know what type of a hovel he had to go home to, but it was evident to us as we walked him back to the bus that he was certainly reluctant to leave this beautiful place to go home.

In addition to the programs where we are bringing people to nature, we are trying to bring nature to people through our publications, our quarterly magazine and also, perhaps most effectively, through our speakers bureau. With a staff of experienced speakers going out to civic clubs and churches, to garden clubs and school groups, we have reached this year almost 8,000 persons so far, and we are heavily scheduled for the rest of the year. We are conducting a number of school programs. For instance, this year Duquesne University has used our Wildflower Reserve as a natural laboratory for its local flora course and has used our guide to plants as the textbook. A number of other colleges, and several secondary schools, are now appealing to us for more programs. That there is an evidence of greater interest on the part of teachers and school supervisors, there is no doubt in my mind. We need only to go a step further and perform more good work.

Mrs. Merriman, who has been our press agent over here this morning, is typical of the tremendous cooperation we have had with the press in western Pennsylvania. Her great newspaper and others throughout the western end of the State have seen the significance of the Conservancy's work and have done a tremendous job in helping us tell our story to a great number of persons. Perhaps the easiest ones to get across to the public are the historical restoration jobs. We have restored the Old Stone House in Butler County, a magnificent old wayside stage coach inn between Pittsburgh and Erie. Totally restored, it was opened to the public in 1966 by the State Historical and Museum Commission.

Another restoration project is underway, the Johnston Tavern in Mercer County, and you heard Mrs. Merriman refer to the great house by Frank Lloyd Wright, Fallingwater. This house has been open to the public since mid-1964, and more than 110,000 persons have come, representing most every state in the United States and 72 different nations. How can you as well as delegates here translate the success of the Conservancy into your own needs? I think you can translate in the sense of these points.

The Conservancy also is an organization that can be duplicated. You need to develop an organization which can create a medium through which individual and group interests and efforts can be channeled. A regional organization can attack regional problems without running to Harrisburg or Washington as the first solution. A Conservancy-type organization provides a major service for local areas. For instance, our nature centers have become laboratory centers for area schools. The Conservancy permits planning and direction for progress, and I emphasize planning because careful planning and careful direction are the keys to success in any of these projects. So many projects falter, wither and die because of the lack of proper planning, proper thinking and proper direction.

Lastly, the Conservancy provided a program of action so that the individuals who are ordinarily apathetic can, when they are aroused by preaching and teaching, align themselves and think of themselves as a part of that organization and know that the successes of that organization are achieved because of their efforts. They are a part of it. I think that it is important that such an organization rise above petty indifferences between conservation groups that have special interests, a practical hard working action group that works through planning and direction. These are our recommendations to you; to translate what we have found, the result of hard work and good work in achieving a major record, we feel, for western Pennsylvania.

Thank you.

MR. STEVENSON

Thank you, Joe, for your clear and hard-hitting action talk. You have made it abundantly clear to our audience why working with the Western Pennsylvania Conservancy is so doggone exciting.

This panel was steered by an exceptional person. I wish she'd rise and take a bow — Mrs. Eleanor Bennett, Conservation Education Advisor for the Department of Public Instruction.

Unless we all preach and teach what this Conference is all about — natural beauty — we conservationists have gained nothing. No progress has been made. That is why I am sure you will agree with me that what Panel No. 10 speakers have said outlines some of the most important material that has been presented to this Conference. Now before the pangs of hunger overtake us, we have a few minutes for questions. The gentleman with a paper in his hand on the end there.

Unidentified

I would like to correct a misunderstanding or let's say a lack of information which apparently prevails this whole Conference and that involves some activity which the Department of Public Instruction at Harrisburg

has been involved with, a program for the last four years. Incidentally, I'm not connected with the Department of Public Instruction but am a teacher in a public school system.

Some four years ago, Governor Scranton authorized the creation of a commission on the humanities, and at that time, coming from education of higher learning as well as secondary schools, this commission worked on a series of study guides, six in number, which involved issues in human living. Now, fortunately, two of the issues which this commission settled upon were man's responsibility and identification with his natural world, and second, man's search for beauty. It seems to me that with these two words, "natural beauty," we are dealing today with an intrinsic problem in which every school should be involved on every level of education, including continuing education.

Now, I know our time is limited, but what I want to say is this: will you please give the greatest support that you can, and I mean every agency involved in this Conference — to the Department of Public Instruction which is constantly and consistently involved with this program. At the present time there are pilot schools scattered throughout the State and they are working hard on these issues. A research project has been carried on for the last two years. You will also be interested to know that a research project is now under fire with under title three, of the ESEA of the Federal Government which we're hoping to have finalized in January which will give us an opportunity to carry out this very important project to develop understanding, appreciation and concern for natural beauty, which every child must have.

Thank you.

MR. STEVENSON

Let's go over to this side of the room — the gentleman that just put his hand up.

I'm Harry Berger, the Assistant County Superintendent in York County. The crux of this program for improvement hinges upon public education. Most of us agree that the understandings of ecology and conservation should be incorporated in the curriculum of the public schools. The logical side of the issue is that public education provides the basic and necessary learnings for the large percentage of our future citizens who remain in the local community.

There are, however, two factors of difficulty that must be recognized. One is the apathy of the general public in specific areas of school operation. School administrators realize that people are quite willing to participate in public meetings when finances for the school budget is the main topic. However when they sincerely solicit community concern in the

instructional program, generally only a few staunch citizens who are the bulwark of the local PTA will respond. The other problem is an already loaded curriculum in many schools. Ever since sputnik and national concern about "Johnnie's reading problem", school teachers and administrators have literally worked day and night to serve the "self needs" of the community. I do not propose new and separate courses in our schools, but a revision of the elementary and often stale areas of junior and senior high school sciences and social studies.

There are many schools that are doing a good job, but I have been amazed at the total lack of the program. The answer to this dilemma is an immediate dynamic action program of public education to the need for community interest in all phases of natural beauty but specifically in the training of our children. The initial point of any beginning must be local curriculum improvement. For example, we know how the very necessary need for physical fitness was explained through various communications medium. Why can't we do this for conservation education? This is a challenge to all our united forces, colleges, public schools, and community organizations and state agencies. I would like to suggest a study committee composed of representatives of these groups, with authority and funds to sponsor an immediate public relations program. Thank you.

MR. STEVENSON

Will you please give your paper to Mrs. Bennett. I would also like to make the announcement that any of the others in the audience who have prepared papers — we won't be able to get to many of them, we're running out of time — please give them to Mrs. Bennett. We would very much appreciate it.

My name is Bruce Singer, a member of the Bucks County Park Board and also of the American Society of Landscape Architects. I would like to make two recommendations:

One, that conservation courses be required by the Pennsylvania Department of Public Instruction for elementary, junior and senior high school pupils. In the elementary school now, it is up to the discretion of the teacher whether to teach these courses or not. In high school, the conservation courses seem to be the last on the totem pole and very often are not taught at all as a result.

The second recommendation would be that the Department of Public Instruction strongly encourage the establishment of nature education centers at schools. Conservation cannot be taught in the classroom as well as it can outside. There are very few schools, and elementary schools especially, who have established nature education centers, outside of the



school on the school grounds. This is being done in about two areas in the Philadelphia area. Doylestown Borough School being one.

MR. STEVENSON

The lady with the paper, right in the middle of the house.

My name is Mrs. Eve Page Allison and I'm representing the Brandywine Valley Association. Dr. Fowler, Mr. White and others have suggested the need for teaching the teachers. I would like to suggest the value of summer workshops for teachers until we can have the year round education that Mr. White and other people suggest. The Brandywine Valley Association sponsors a three week workshop at the West Chester State College. We have found garden clubs, conservation societies and others very willing to contribute for scholarships, for field trips, for this outdoor education that has been suggested. For a good many years now, we have had a very successful workshop there. The teachers are full of enthusiasm and we find that their knowledge when they come is abysmal. The director this summer told me that one teacher never even heard of air pollution. So at least in the three weeks we give them a start on conservation education. I know of only very few of these workshops, and I wish that more could be established. It can easily be done at the State Colleges. Yes?

Unknown

May I reply that ours at Penn State is twenty-one years old.

MR. ALLISON

Well, I think the Brandywine Valley one is at least ten years old and had to stop for a year or two until we could give points to the teachers, but now we give three points for the workshop course.

Unknown

This could be throughout the Commonwealth, I agree.

MR. STEVENSON

Thank you. We will accept our final question from the other side of the house.

Thank you I'll make it brief. I'm Paul Schilke from King's College in Wilkes-Barre. As a biologist and botanist, something has been bothering me for some time. We're talking about "us" teaching and preaching natural beauty. I think we miss a chance for nature to do it itself. Traveling through the State, too often I think we get an impression of nature

as an "either-or" situation. It's either a forest, or a field. Along with this you see all to often dead vegetation from weed spray, things of this type.

What I would like to suggest is this: that where possible, and where it doesn't interfere with scenic view and traffic safety, let some of these areas go back to the stages of succession from a fresh road cut back to the forest or whatever vegetation is climaxed for that particular area. In this way, nature itself will be teaching us about natural beauty in the sense that it shows how long it takes, what the stages are that these areas go through.

In this way, it will be teaching the motoring public some ecology and giving them some appreciation of how long it takes to restore an area so that perhaps they would be less apt to destroy some of it as rapidly as they do.

MR. STEVENSON

Thank you very much. Now so that the other audience won't beat us to the luncheon table, I will declare this meeting adjourned. Thank you.

## PANEL REPORT

CHAIRMAN MASLAND, GOVERNOR SCRANTON, LADIES AND GENTLEMEN. I'm Jim Stevenson, reporting on Teaching and Preaching Natural Beauty. All of the panelists on this Panel were in agreement on one major point in spite of the fact that they prepared the papers privately without consulting one another. The point of agreement was that conservationists face a tremendous task, a never ending task of educating the public.

The process of educating children to love, to respect and enjoy natural beauty must begin at pre-school age in the home. The medium that will reach these tots is television, and we conservationists must be more alert in using this tool. From kindergarten through twelfth grade students must be exposed constantly to the story of natural beauty. As one panelist aptly put it, and I quote, "Children have an insatiable curiosity in the wonders of nature and its beauty." That curiosity must be constantly fed so that it lasts a lifetime. Studying nature is one of the purest and one of the greatest joys of living. In order to meet this curiosity school boards must provide money in their budgets to hire competent nature teachers, which includes biology, ecology, and geology. Good teachers are the key to an understanding of nature. They must be well trained and well paid and it is our duty as conservationists to convince all the school boards in Pennsylvania of the wisdom of this course.

The nature program must be broad and it must be enjoyable. One of the panelists made a point which bears repeating. "Physical adeptness, personal hygiene, safety and basic skills in the outdoors should be developed.

Walking, hiking, boating, swimming, survival, camping, fishing, golfing, skiing, hunting, etc., are a few areas to be involved. Physical education should go beyond whistle and sneakers and organized competitive games.”

The educational program on which we conservationists must redouble our efforts will take money. The Department of Forests and Waters, the Game Commission and the Fish Commission should each have sizeable increases in their budgets to provide more informational services for the public — speakers bureau, well prepared motion pictures, pamphlets on nature subjects, etc.

One of our panelists made a recommendation that I heartily second, the establishment of environmental colleges throughout Pennsylvania. Three western Pennsylvania sites, ideally suited to this immediately spring to mind — Ohiopyle State Park, Prince Gallitzin State Park and the national park that will go up around Kinzua Dam. He further recommended, and this I again second, that every school district have an outdoor environmental laboratory and a full time conservationist-naturalist. To get funds for these departments of our State government and for the local district programs, we must expose our legislators to our way of thinking. As one of the panelists pointed out there is nothing better than personal contact to achieve this end.

Another panelist told how newspapers could do a better job of educating and still be tremendously entertaining. She pointed out that conservationists should know the newspaper, radio and television people with whom they intend to deal. Then when they write the feature stories they should be prepared to dress them up to make them attractive.

The role of garden clubs and similar organizations in this job of Preaching and Teaching was aptly summarized by another panelist. Have a good plan, she told us, and above all keep your cooperating organization and the public fully informed of every move you make.

Higher education plays an important role in this process of educating the public. Students who aim to become teachers must be taught to appreciate natural beauty, if they do not already do so, and they must be taught to set a value on this beauty. A resource-use education course might well be required in colleges which especially major in training teachers. How else can teachers later inspire enthusiasm among their students if they do not have enthusiasm for conservation themselves.

One of our panelists pointed out that courses in sociology and economics should include a study of the part nature plays in human life. The blight of strip mining, for instance, has a very real effect on the resources of many communities throughout Pennsylvania. It is a blighting effect, certainly not one of inspiration.

Finally, our Panel presented the story of the work of the Western Pennsylvania Conservancy, an action organization that should serve as a model for conservationists everywhere. A conservation program should be on a regional basis as the Conservancy has demonstrated. Certainly in South Central, North Central, South East and North East Pennsylvania there is as much interest in conservation as there is in Western Pennsylvania. There is also available to conservationists in those areas the same kind and quantity of money that is available to the Western Pennsylvania Conservancy. However, the money sources must be thoroughly sold on the idea of conservation before they can be tapped. But once an active program is well underway the problem of money becomes less and less difficult. The work of teaching and preaching natural beauty demands people of large minds working in harmony with people of ample means. Together they can do wonders for this and future generations of Pennsylvania.

Thank you.



# THE PENNSYLVANIA COUNTRYSIDE

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Chairman — CONGRESSMAN JOHN P. SAYLOR

Leland H. Bull  
*Secretary*  
Dept. of Agriculture

John Meszaros  
*Director of Horticulture*  
Hershey Estates

Robert W. Pierson  
*Executive Director*  
Bucks County Park Board

Mrs. Ann Louise Strong  
*Research Associate*  
Prof. of Regional Planning  
University of Pennsylvania

Ronald F. Lee  
*Special Assistant to Director*  
National Park Service

## PANEL STAFF ADVISOR

Glen Bowers  
*Executive Director*  
Game Commission

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Chairman JOHN P. SAYLOR

Good morning, ladies and gentlemen. Welcome to what will prove to be the most controversial panel at this Conference. We start off with a panel of five, instead of six, but I can assure you as the Chairman, that I'll put my five panelists up against any six that have been here. We're ready to give you some things to think about, some challenges for Pennsylvania and for the Pennsylvania Countryside. Unfortunately, Mr. J. Lewis Williams, who was to be one of our panelists and discuss the farmer's role in natural beauty is not here. We do have with us the Secretary of Agriculture of the State of Pennsylvania and I will ask Mr. Bull to be the lead off for this panel, with his discussion, Agricultural Organizations and Agencies and The Pennsylvania Countryside, Secretary Bull.

LELAND H. BULL

Thank you Congressman. Good morning. We are certainly glad to be with you folks to discuss some of the phases of most interest to us as concerned with The Pennsylvania Countryside and think you folks realize that as the panelists speak there will be some overlap, for there are many phases that each one of the panelists would include in their own discussion. Certainly, subjects which Mrs. Strong will be talking about, are of much interest to us in Agriculture. All of you know that we in Agriculture are very much interested in the preservation of open space in farm land, and of course, what Agriculture can do in this total program — Natural Beauty.

Man, of course, has misused many of our resources. When we speak now of the restoration of natural beauty, we are confessing that we need to do something about the scenic scars caused by man's misuse of the land or by his failure to restore the land to its original beauty following that use.

These scenic scars were created when, in our zeal, we sought to provide food, home and industrial sites; we sought to meet the demands of industry for coal, for ores, and for water.

We, in Agriculture, many years ago recognized that the soil itself was being misused. Because of erosion, flooding and siltation problems, we started the program of soil conservation, contouring of farm lands and trying to rebuild fields which would not support desirable vegetation.

I would be remiss, as Secretary of Agriculture, if I did not compliment the many farmers, woodsmen, and other folks who have done an excellent job as stewards of our land, and stewards of our soil. It's through their efforts that the remaining beauty which we have at the present time, shows throughout our countryside.

I think today we're here because of the problems, which we, meaning people, have created. We're here to start new action to restore our land, which probably as most of us know has been taken for granted too long. There's an old adage, that when you take something for granted, it soon can be lost, and I think this is true here. The film this morning, that many of you saw, pointed this out very specifically.

We already have many organizations participating in some actions to preserve our natural resources. We recognize the many programs being carried out by the Soil Conservation Service, the Agricultural Stabilization and Conservation Services, and other Federal agencies.

I hope that we are also cognizant of the daily chores of our own Pennsylvania Department of Agriculture's Soil and Water Conservation Commission, which has been working with Soil and Water Conservation Districts in 64 of our 67 Counties.

These District directors serving without remuneration, work closely with our State farm organizations like the Grange and the Farmers Association; with our State agencies like our Fish and Game Commissions, our Department of Forests and Waters, our Highways Department, the Agricultural Extension Service through its county agents and home economists, and other State and county agencies. The prime purpose of these Districts is to preserve our natural resources . . . and especially water these days . . . for the benefit of all our people, not alone for farmers.

It is pertinent here, perhaps, to point out the projects planned by one of these District committees in cooperation with other state and federal

agencies. I think this is appropriate because this example may offer suggestions or provoke further thinking on what can be done in the future. Working with many agencies and especially with the Highways Department, this committee's plans for a 17-mile stretch of highway included: road bank seeding; cutting brush or timber to permit better views for motorists; strip mine plantings; developing roadside springs for fresh, pure-water; rest areas, especially at scenic spots; selection of a forestry site for tree identifications; application of intensive soil and water conservation practices, along the route and on farms; frog ponds below culverts which also serve as sediment traps; develop reservoir areas for wildlife; stocking of roadside streams with trout, etc.; appropriate and attractive signs which do not detract from landscape; vigorous activity to have land-owners along the route cooperate in a program to beautify farms and homes.

My first suggestion is that District soil and water conservation committees that have been interested in this kind of beautification effort may well be considered as the hub for coordinating natural beauty programs in their respective county areas. Since they already are established and working with all other agencies . . . since each District committee is a voluntary, non-political group . . . since each District group is dedicated to the task of improving its home area, why take the time and trouble to establish a new organization when these Districts already are established and recognized by people in the area where there is work to be done.

Since the burden of preserving and developing natural beauty in the countryside will fall on farmers and owners of this land, my second suggestion is that funds be made available through the Department of Agriculture to help carry out the costs of sound programs deemed by people in the various areas to be in the interest of the citizens of this State, as well as of visitors from other States. It is one thing to expect a farmer to furnish the best stewardship of his land. It is something else to ask him to invest in time and materials to create beauty for the benefit of all the people, especially in this day and age when farmers are not high on the economic ladder of our current society.

I am impelled, too, to suggest that whatever can be done with our water resources in the interest of natural beauty, should be coupled with the urgent need to eliminate water pollution and to provide clean water for uses on and off the farms. As time moves onward, it will be necessary to divert water from our rivers and streams for essential purposes, especially to provide greater amounts of food for our growing population. This diversion can be done with no sacrifice to natural beauty. In fact, it can serve to enhance this beauty by creating an oasis for controlled cropland and spots of beauty where only weeds thrived previously.

When and if plans for beautification call for new plantings, it is hoped the economy for this State will be served through procurement of those plants from State sources.

In summation, then, I have said what we all know: that man has caused the deterioration to natural beauty in the towns and in the countryside and that the cooperation of people and organizations is vital to any program of restoration.

Voluntary District soil and water conservation committees can be invaluable to serve as catalysts for local projects and in enlisting local support. If any program of wide scope is attempted, funds must be made available to farmers and other landowners for certain materials and time. We should be conscious of all water availability programs and plan beautification programs accordingly.

Our State Department of Agriculture is willing to assist in any way to enhance the natural beauty of the countryside in our Commonwealth.

#### CONGRESSMAN SAYLOR

Thank you Mr. Bull. The second member of our panel is the Executive Director of the Bucks County Parks Board, Mr. Robert W. Pierson, who will discuss Creativeness and Control in Resource Use, Mr. Pierson.

#### MR. ROBERT W. PIERSON

Thank you Congressman. The Pennsylvania countryside is one of our most valuable assets. Here we find our forest land, our state and county parks, our spring flowers and fall color. It is here, too, that thousands of Pennsylvanians and Americans from across the nation come to marvel at its beauty.

But how long can we maintain this precious resource?

Pennsylvania is also endowed with rich natural resources: coal, lime, stone, and sand and gravel. The beauty of our countryside, so important to our economy, is ravaged every time we extract these resources.

But is our quarrel with the removal of these resources or the way in which it is done?

In my own County of Bucks we have experienced a building boom that has demanded an enormous amount of aggregates. We have large deposits of sand and gravel along the Delaware River and stone in various parts of the county. And Bucks County's beauty is nationally and internationally famous. It is understood then, why there is a public uproar when a new quarry is threatened, for past performance has only left terrible scars, dust laden air and land of no further use.



So I come back to the point that while we recognize the need to extract these resources, we are fighting to retain the beauty and livability of our communities. In all the locations now extracting in Bucks, I know of none which has shown any real regard for the community or the way in which the land was finished. I would like to suggest that we think of this problem as not one of removing resources, but one of creating a new facility — such as a park with a lake, for many of these excavations fill with water. Cook County, Illinois, Forest Preserve did just this. The Forest Preserve had the sand and gravel and wanted lakes. A carefully controlled operation materially benefited the park users. It has also been demonstrated here in Pennsylvania that coal can be strip mined and the land restored to agricultural use. Careful planning was necessary here, too. But in both of these cases the control was initiated by the property owner. There are many more examples of segments of the extraction industry who are adding to, rather than taking away from, the beauty of a community.

If some operators can do a good job, why can't all? I believe they can. So far we have not seen the acceptance of this responsibility by most operators. Because they have not, we as a state or nation must lay down the rules for all extraction, whether it be strip mining of coal or the removal of sand and gravel. I would like to see state laws with standards enacted which would require, that prior to starting any extractive operation, a site development plan be prepared and submitted for approval to a responsible public agency. I am sure the Pennsylvania Chapter of the American Society of Landscape Architects would be willing to assist in the writing of these laws, and I'm sure that the members, many of them who are here today, would be very happy to participate in the planning. I believe too that the cost of the operation and not necessarily receive any tax benefit. Why cost of the operation and not necessarily receive any tax benefit. Why should an industry be paid for not desecrating the landscape? Is this not a responsibility for the privilege of using the resource itself?

In the current issue of Audubon, Harry M. Caudill writing about strip mining in Kentucky states, "If the land is to be preserved, if the natural beauty is to survive, reclamation must occur in advance, simply by prohibition."

In the June 24, 1966, National Sand and Gravel Association letter the following is quoted: "The jury finds the University of Illinois 1966 Research Program 'pre-planning sand and gravel operations' an outstanding contribution to better environment. The solution effectively proves that sand and gravel operations when pre-planned can produce an optimum practical and aesthetic landscape; reduce the inherent audible and visible conflicts; and simultaneously shape the site for future use and extract the mineral deposit without reducing the efficiency of either operation. This

research study when applied on a national scale by the sand and gravel industry can create a better environment for us all.” I would like to suggest that this association is now tuned to supporting a positive program to avoid the mistakes of the past.

From my office window I can look over the wonderful Bucks County landscape and see a daily cloud of dust spreading for miles. Recently I was in Ticonderoga, New York, and could hardly stand the odor from its paper pulp mills. Is this any different than what the Pulp & Paper Mill releases at Tyrone, Pennsylvania, or Rohm & Haas unleashes at Bristol, Pennsylvania? What excuse is there for the defilement of the air we breathe in this day of skilled technology? What right have these few, for the sake of personal or corporate profits, to befoul the air required for life itself? If they will not control their own actions, then we as a people must.

Just as we have torn our land apart in extracting resources so we tear it apart in making deposits. All communities are faced with the disposal of refuse and to date the most economical method seems to be by landfill.

We, as a people, have a peculiar trait when it comes to producing and disposing of household waste. We all produce it, but are we willing to dispose of it? Real battles are fought over the location of landfills. The general attitude is to put it in someone else’s neighborhood — not ours. We must learn to take care of our own — on a city — borough — township or county basis — or even regionally. And we must plan the location to avoid the despoilation of the land. Here, too, strict control laws are necessary.

I would like to quote from Edward K. Faltermayer’s article in the May 1966 issue of *Fortune Magazine* — “How to Wage War on Ugliness.”

“In a world that millions of motorized Americans gaze upon daily through their windshields, ‘the mess that is man-made America’ is often at its messiest. It is not enough now to speak of a program to ‘keep America beautiful.’ A catastrophe has already occurred, on a continental scale. And it is getting worse by the day.

“Stern measures, therefore, are needed to halt the desecration. More important, a major effort toward de-uglification must be undertaken on landscapes already devastated. Far from being utopian, this program would merely create in America the more orderly conditions that already exist in many northern European countries. In the U. S. there are programs already under way or seriously proposed in various localities, which provide important precedents; all that is missing is a loud public clamor to do the job everywhere.”

In closing I want to leave with you Marya Mannes in “More in Anger” who asks, “What kind of men can afford to make the streets of their towns

and cities hideous with neon at night, and their roadways hideous with signs by day, wasting beauty; who leave the carcasses of cars to rot in heaps; who spill their trash into ravines and make smoking mountains of refuse for the town's rats? What manner of men choke off the life in rivers, streams and lakes with the waste of their produce, making poison of water?

"Who is as rich as that? Slowly the wasters and despoilers are impoverishing our land, our nature, and our beauty, so that there will not be one beach, one hill, one lane, one meadow, one forest free from the debris of man and the stigma of his improvidence.

"Who is so rich that he can squander forever the wealth of earth and water for the trivial needs of vanity or the compulsive demands of greed, or so prosperous in land that he can sacrifice nature for unnatural desires? The earth we abuse and the living things we kill will, in the end, take their revenge; for in exploiting their presence we are diminishing our future.

"And what will we leave behind us when we are long dead? Temples? Amphora? Sunken treasure?

"Or mountains of twisted, rusted steel, canyons of plastic containers, and a million miles of shores garlanded, not with the lovely wrack of the sea, but with the cans and bottles and lightbulbs and boxes of a people who conserved their convenience at the expense of their heritage, and whose ephemeral prosperity was built on waste."

#### CONGRESSMAN SAYLOR

Thank you very much, Mr. Pierson. I hope that the representatives of the Pennsylvania Highway Department are here because one of those the shoe fits tightest is our own Pennsylvania Highway Department. Their "shops" along the roads and those tremendous piles of abrasives, do you think they are things of beauty? I want to tell you, I hope the Highway Department takes a lesson from what's going on at our affair here today!

The next gentleman we have on our program is one who has made a great deal of the beauty of this present Conference possible; he is the Horticulturist of the Hershey Estates. He is the man who has charge of the famous Hershey Rose Gardens. He has charge of the beauty that is in and about this town. It is a real pleasure to have on this panel, Mr. John Meszaros, who is the Director of Horticulture of the Hershey Estates. John.

#### MR. JOHN P. MESZAROS

Thank you Mr. Chairman. First of all, I would like to invite all of you to be sure to visit the Hershey Rose Gardens before you leave Hershey; and if you do, you'll be back.



My topic is, Forests — Our Natural Beauty, and in this Dutch country of ours, we have an expression that's called "Just for Nice." I would like you to keep this in mind.

In the past panels we have heard and comments have been made, yes there have been accusing fingers pointed — not necessarily accusing any one in particular but pointing. I would like you to know what happens when you point a finger; you have three pointing right back at you.

Recently a man came to my office, not too recently, it's been too hard to get a man, but a while back. I asked him if he was a responsible man, and he said, "Yes sir." And I said, "What do you mean?" He said, "Well every job that I've been on, if anything went wrong, I was responsible." This points out natural beauty responsibility; what's been going on has been our responsibility.

And God said, "Behold I have given you every herb bearing seed, and every tree, to you it shall be for sustenance." And then all Hell broke loose; and since that very moment, when Adam and Eve first took of the tree of knowledge, man has ruthlessly hacked and hewn, ravaged the verdant ramparts, laid barren the virgin lands, pillaged the forest primeval and by the sweat of his brow has exacted a bare existence out of this God given Eden.

When in the course of history did man finally realize his wanton wastefulness and taste the bitter fruit of his labor? And what can we do to restore the Garden of Eden so that once more man may walk in paths of natural beauty, hand and hand with his creator? Our sin, and our problem is far, far greater, than the original pilfering of Adam and Eve. We have compounded their infraction with disinterest, disobedience, disloyalty, not only to the laws of nature, but also to the law of human benefit. We have made the unnatural and unforgivable sin of mismanagement so much a part of ourselves, that it seems only natural nowadays to mismanage.

Mismanagement of forest areas results in (1) economic impoverishment of individuals and businesses of the area; (2) denuded natural beauty and (3) paucity of wildlife. In addition, the land erodes quickly once natural cover is removed. The rushing waters cut deep gullies as it rushes on to flood the lowlands, on to more destruction of natural beauty. And these bitter fruits of irresponsibility cease not here, but spread with cancerous finality. Unstable local economies eventually adversely affect state and national economies; national income falters and attempts to bolster this end up in what? Taxes. All this while, natural beauty dies; all this while, perhaps, each of us individually and as a nation die a little bit.

Most woodland ownership has been motivated by financial gain. If this be the prime mover, then man can learn that money does grow on trees, so long as trees are growing. Why should the first clink of a silver coin



echo and reecho with the staccato chop of the axe and the snorting clamor of the chin saw? And then silence, dead silence — the forests are dead. Dead until nature shatters the stillness with the faint rustle of new born leaves and the shrill call of the wild. And you know, ladies and gentlemen, this takes a lifetime, and we can't afford a lifetime.

We see forest areas from one to a thousand acres cut to a splinter. Tinder boxes for fire — left for mother nature to fix up. All of the land in public ownership in the nation, and all of the land held by large sawmill and pulp and paper companies, even if managed for continuous timber production, will not yield enough timber to meet our future national needs. Nationally the most disturbing fact is that 71 of every 100 acres of small woodlands have no plan, absolutely no plan for another timber crop. Pennsylvania needs to take a hard calculated look at these national figures before we cut off the limb on which we are sitting.

Let us continue our reconnaissance of the battle ground for beauty. Still cherished by all Americans is the belief that our country is a land in which the energetic man with limited resources can build his own independent business enterprise. But he needs money and he needs it for a long time if he is to acquire and manage his own forest properly. Long-term loans of low interest for investment in trees are hard to find. Money does grow on trees, we say, so long as trees are growing. Property taxes, inheritance taxes, unquestionably work a hardship on the small woodland owner. Local tax rates vary widely and show little relationship between timber yield and tax. Federal, as well as state, county and local taxing bodies need to take a close look, a real close look at the long range tax burdens on our timber lands.

All of us have seen at one time or another the results of a forest fire. The best protection is prevention. And how many of you can raise your hands today, and say to me that you've never thrown a lighted cigarette out of your car? No very many!

Natural forest beauty has many natural enemies. Two most destructive enemies are insects and diseases. Estimated dollar losses of forests due to these two problems reach staggering amounts. Proper management of woodlands must include the control measures for insects and diseases. All too frequently controls are non-existent or of limited success due largely to restricted funds for research.

The coordination of forestry and wildlife management brings us back to the all important factor of habitat. We know land management practices are important. Land must be available and we have been losing more and more land to a variety of causes. But Pennsylvania has provided larger areas for public hunting and has better quality wildlife management than any other state in the nation. Starting with its first acquisition in Elk

County in 1920, the Pennsylvania Game Commission now operates 231 tracts of state game lands, covering over one million acres. In addition the Commission supervises another  $1\frac{1}{3}$  million acres in private ownership under the Farm-Game Cooperative Program. Anticipated demand for hunting makes it mandatory for Pennsylvania to continue acquisition of wildlife areas and intensify wildlife habitat management.

The preservation and continual expansion of wildlife contributes to the local and national economy. Expenditures for sporting arms and fishing tackle in 1945 exceeded 60 million dollars. In the past 20 years, expenditures have skyrocketed. Annual cost to hunters and fishermen in the forest for travel, food and lodging can be placed at the 1 billion dollar mark. At least  $\frac{1}{2}$  million people earn all or part of their living in supplying goods and services to forest recreationists. The use of woodlands of Pennsylvania for wildlife will increase. This battleground action could end up in more fun and greater economic impact than we can hit with a double-barrel load of buckshot.

Forest utilizing companies have realized the necessity of intelligently applied forestry practices. There are numerous examples of successful forest management programs being practiced by large private companies. Foresters employed by these concerns have doubled and trebled. Foresters have gained positions of respect. Their opinions count heavily on policies of forest management such as cutting, sustained yield and long-term plans for future timber supplies.

By talks, motion pictures, booklets at schools, meetings and personal visits, good forestry is promoted among farmers and small woodlot owners. Companies want to see the cutters handle woodlands so that they will produce year after year.

Once again, by proper forest management, natural beauty gets a beauty treatment. The blemishes and pock marks of forest devastation in the early years of timber cutting are slowly being erased. It took too many years for the forest utilizing companies to realize there was no such thing as unlimited timber.

This piece of battleground is extensively marred. In spite of the educational efforts of these forest companies, extension agriculturists and foresters, there remains countless thousands of small woodlands being massacred and scalped. A massive frontal educational attack is the only solution.

Forest utilizing companies are not to be considered the only ones responsible for the crazy mixed-up patchwork of forest destruction. Mining concerns, utility organizations, railroad companies have all had more than an ax bit to do with uncontrolled cutting. There is little reason, economic

or otherwise, for them not to do a good job of forest management. Failure to do so in the past has been attributed to the lack of interest rather than to the lack of financial ability. Whether by act of Congress or by actual realization, restoration and forest management have been instituted and promoted. The ultimate goal of natural beauty seems closer as a result of beneficial actions of these companies.

Our reconnaissance of the battleground for Natural Beauty brings us to the highest point of view, the Department of Forests and Waters. We become aware of the fact that the high point on which we stand has some barren spots. The political axes have felled a number of tall timbers out of the primeval legislation of 1873, when the department was first considered. Planks for political platforms and promises were indiscriminately hewn and the forest lands legislative intents were strewn with the chips of compromise. Not until 1929 were the power and duties of the Department of Forests and Waters set forth in the Administrative Code.

Yes, the Department of Forests and Waters has bare spots, but they can do a lot to arrest the wanton and indiscriminate destruction of the forests of this Commonwealth. However, this can only be done when the erosion of political expediency has been dammed.

A personal visit to the Department of Forests and Waters left me convinced that the Department can do this, and that it has done an outstanding job despite budgetary, personnel and other restrictions. Its progressive programming is a clear indication that the know-how is there and the potential of the Department's ability, initiative and activity lacks only the loosening of the taut reins of the legislative bodies. How? Public sentiment. Public sentiment exerts pressures when it becomes obvious to the public that the dominant objective of the greatest good for all involves more than the individual and specific group needs. Natural beauty in our state and anywhere else must come from the grass roots population.

What better way is there to achieve our goal than by the way of orderly naturalness. First the seed, careful planting in good earth, then the seedling supplied with nourishment for growth and maturity to bear the fruit. First the seed in the minds of men and a comprehensive plan for the preparation of the good earth. A comprehensive plan and coordination of many different organizations including Federal, State and local governments, private, industrial, professional, civic and religious groups, all of these.

What are the objectives of the plan? First of all, what does it need? All members need to be dedicated, courageous and positive acting.

*The objectives are:*

The evaluation of where we are, why we're there and what can we do? Goals, priorities, short and long-range developments need to be formulated.



Advising the citizenry through newspaper, radio, television, personal talks, special booklets, any way you can, and information given on reasons should be substantiated along with the costs of the program. Specific plans for fire protection, pest control, cutting regulation, technical assistance, research, tax revisions, long-term credit, etc., are necessary.

Involvement and integration of local and county governments, intra and inter-county.

Legislation for regulation of forest program, watersheds, and wildlife, and finally,

The development of management programs for national and state forests for multiple use.

In nature we find that seeds planted and uncared for depend on the whims of nature and do not always germinate. Seedlings have innumerable difficulties to overcome to survive, and if undernourished, will grow slowly. And so it is with any plan of man. If left to the whims of disinterest and unconcern, there is no fruit. Enthusiasm, dedication and sincere effort cannot be legislated. Knowledge of trees cannot be plucked from a branch. A vision comes from within, and it is a treasure to be shared. Let us share our vision of natural beauty. Let us treasure our visions. Our visions are trees, and therefore, let us treasure our trees.

#### CONGRESSMAN SAYLOR

Thank you very much John. One of the men that I have grown to know quite well over the years, a man who is a public servant in the Parks Service. He has put in enough years to gain that crown of retirement, but when he retired, he did not quit. He has continued to work and it is my pleasure now to call on Mr. Ronald F. Lee, who is a Special Assistant to the Director of the National Park Service.

#### MR. RONALD F. LEE

Thank you, Congressman Saylor. The preceding speaker was so eloquent in his attack on the apathy that afflicts all of us, that I was reminded of a remark that appears in Dostoyevsky's novel, "Crime and Punishment," where one character commenting on human nature, says, "Man, the scoundrel, can get used to everything." We have allowed ourselves to get used to these blighted conditions, and the water and air pollution that surrounds us, so that we need the sort of alerting that we have just heard.

I've been asked to talk about the protection of the natural values of the countryside, particularly through the establishment of natural scenic areas and nature centers. Now a good deal of this subject has already been covered in other panels, particularly in the Open Space Panel, this morning,



and the panel on the Suburbs, yesterday. Therefore, I am going to focus my brief remarks on one example of the natural, scenic park in the countryside, the new Delaware Water Gap National Recreation Area. I am sure you are aware that we are greatly indebted to the Chairman of this Panel for his leadership in the legislation that made this project possible. This project has not been mentioned very much in this Conference, and I think it's an important one to bring into the meeting for several reasons: First, it is the first major national project of its kind in the United States, and how it comes along, may influence many other river basin projects. Governor Scranton in his opening address talked about the pending Susquehanna Compact. This morning, Dr. Goddard mentioned the possibilities on the Ohio and Potomac. I think that what happens on the Delaware becomes many times as important as if it were just by itself. Secondly, it's a tremendous project which will save, if it's carried out as authorized, 72,000 acres of the best of the Delaware Valley landscape for enjoyment, we believe, by ten million visitors a year. It represents a very substantial investment of at least 75 million dollars. But most important of all, it seems to me, it's a very interesting example of this creative Federalism that Secretary Udall mentioned last evening, wherein the various levels of government cooperate instead of competing with each other.

I want to make three points:

1. This Conference should know that the land acquisition problem at the Delaware Water Gap has not yet been fully solved, although with Congressman Saylor's able influence, I think that maybe it's going to be solved soon. Unfortunately, as of now, there are just \$6,300,000 dollars available for land acquisition out of a total of 37 million that's needed, and subdivisions are multiplying.

The Wall Street Journal on July 22, said in a story written from the Gap, "Pay a visit here today, and you would never know a national park was in the making. Up on nearby Blue Ridge Mountain within the boundaries of the planned park, private developers are bulldozing a new road and clearing home sites. A hemlock swamp, envisioned by park planners as the climax of a hiking trail has just been drained as the basin for a lake for the use of cottage owners." I hope this Conference recommends sharply accelerating the land acquisition program at the Delaware Water Gap through whatever practical means the leadership in Washington and in Congress can develop.

2. Some people fear that mass recreation, that ten million visitors annually may ruin the natural beauty of a project of this kind. I want to report that the National Park Service has recently completed, and now has under review and incorporation, and this is part of the creative federalism, in cooperation with the States of Pennsylvania and New Jersey, with the

Delaware River Basin Commission, Tirack, and all the other agencies, a new comprehensive master plan which calls for keeping the natural environment as the dominant theme of the park. The plan will provide the recreation facilities for ten million visitors, but it will be done by creating what our landscape architects call, "ten parks within a park." Each of these "ten parks within a park" will be largely self-sufficient and carefully planned to preserve the special character of the landscape, terrain and water found in that particular section of the 72,000 acres. Each of these parks will have its own unique character; parking areas, picnic areas and other facilities will be so introduced that the surrounding natural landscape will continue to be the dominant motif. Incidentally, along the Kittatinny Ridge runs the Appalachian Trail which will tie in with any trail system that has been talked about in this Conference. We are going to need citizen's support to carry out a plan of this kind. That's why I mention it.

3. The quality of every park is influenced by its surroundings and I'm very glad that the leaders of the six counties surrounding the Delaware Water Gap have had the foresight to prepare for the impact of this great project on their communities. In cooperation with the State Planning Boards of Pennsylvania and New Jersey, there has been conducted an economic impact study that throws a great deal of light on where entrance roads, commercial development and other facilities will be located. A very interesting and pioneering group, the Tocks Island Regional Advisory Council, whose Executive Director Frank Bressler is in this meeting, has been formed by the leadership around the project. I think that every important investment in parks in Pennsylvania should be accompanied by this same kind of coordinated planning for surrounding lands being pioneered in Pike and Monroe Counties.

In parks like Delaware Water Gap, and many other state and local parks, especially near schools, we need more nature centers, places where school children and families can go to talk with trained naturalists, see natural science exhibits, meet in workshops and get literature and information on where best to see wildlife or geology or botany in nearby places at first hand. There should be nature trails nearby. Nature centers are booming and this Conference should encourage them.

We all have our favorite quotations, and I'm going to end with one from Charles Trevelyan, who was long the head of the National Trust in England. "In the old days," he said, "natural beauty needed no conservation. Man was camped in the midst of it and could not get outside it, still less destroy it. Indeed, until the end of the eighteenth century the works of man only added to the beauty of nature. But science and machinery have now armed him with weapons that will be his own making or undoing, as he chooses to use them; at present he is destroying natural beauty apace in the ordinary

course of business and economy. Therefore, unless he will now be at pains to make rules for the preservation of natural beauty, unless he consciously protects it at the partial expense of some of his other greedy activities, he will cut off his own spiritual supplies, and leave his descendants a helpless prey forever to the base materialism of mean and vulgar sights."

#### CONGRESSMAN SAYLOR

Thank you Ronny. You know, one of the prerogatives of being Chairman is that I was given the opportunity to arrange the order in which the members of the panel would be called upon to make their presentations. In view of the fact that we are speaking of beauty, I have kept my beauty until the end. It is now my pleasure to introduce as a member of this panel, Mrs. Ann Louise Strong, who is here today wearing two hats, even though she has none on today. She is the Acting Director of the Institute of Legal Research at the Law School of the University of Pennsylvania, and she is also the Research Associate Professor of Regional Planning at the University of Pennsylvania. Mrs. Strong.

#### ANN LOUISE STRONG

I've actually taken off the first of those hats now. I was asked to talk about a conceptual framework with specific legislative recommendations for protecting the countryside. Before turning to general recommendations and very specific ones, I would like to endorse what the other panelists have said too, that it is, of course, past time for us to consider an ethic which relates us to the land. We have too long thought only of man and man's wishes and not of the needs of the rest of the natural environment of the other animals, of plants, and of the land itself; and whatever resource planning we do, whatever protective measures we take, while they are partly to provide man with amenity, recreation, clean water, and a healthy environment for himself; a healthy environment for us can only be healthy if it's also healthy for the rest of the natural world.

Now turning to recommendations, I have divided them, as I said, first into three very general ones, and several others that are more specific.

#### *General*

1. I would like to see the Legislature of Pennsylvania direct the State Planning Board to carry out an ecological survey and resource inventory and to carry on a continuing program of ecological research. Legislation similar to what I think we might have in Pennsylvania, has been introduced in the U. S. Senate by our own Senator Clark and by Gaylord Nelson of Wisconsin and is now under study by the Department of Interior, I am informed.



2. I would like to have the State Planning Board develop recommendations on a state-wide basis for the protection of resource, recreation, and amenity areas. Before they could develop these recommendations, we need to define areas, and establish criteria for their preservation and for their use, after evaluating competing demands, both present and future for land for all purposes, for urbanization, for industry, for housing, for all purposes in addition to resource preservation. In order to evaluate the competing demands, we need new methods of cost-benefit analysis so that we can give due weight, which we have not done in the past, to amenity, to recreation, to unique natural areas and historical sites. We must not too greatly discount, as we have up to now, the present worth of our countryside for a population which is going to be far greater in the future.

3. We should have a state policy that owners of land which is planned and recommended for protection as open countryside be compensated, if they have either moderate or severe losses in value resulting from implementation of these recommendations in preserving the land.

### *Specific Legislative Proposals*

1. We should create a State Land Use Commission, such as New Jersey is planning to do, to explore means of implementing statewide recommendations for protecting natural lands. This Commission should consider for Pennsylvania the suitability of the Hawaii and Puerto Rico Land Development Acts. These acts, in a very general way, permit the state to acquire large areas of land and plan it for development and open space, and then resell it subject to restrictions so that the most important natural lands can be kept open. So in Puerto Rico, where there is a problem of housing many very low income people, the government can be assured that housing for low income people will be constructed on the land. We should consider this type of Act.

We should consider Hawaii's present state zoning Act for agriculture, conservation and urban use. As many of you may know, the State of Hawaii is divided into four zones: the conservation, the agriculture, the rural, and the urban. Then within these zones the local governments are permitted to carry out much more detailed local zoning, but the State is trying in this way to protect its key water resource areas, its key areas of natural beauty, and of course, its farm land.

We should consider New Jersey's present proposals for large scale agricultural land preservation. New Jersey people are beginning to think about preserving up to a million acres, or twenty percent of the State, taking the very best agricultural land and assuring its protection for the future for agricultural use. We also should evaluate California's scenic road and trail system and further proposals. These are some of the things that I would



like to see a State Land Use Commission consider, both what we should do, and how we should carry out our goals.

2. We should authorize state and county acquisition of less than fee interests in land, easements, purchases, and sale backs. A whole range of less than fee interests which can leave private owners, or private operators on the land using it and yet requiring them to maintain the water resource, the agricultural, the forest, or open space value of their land. I would like to see us endorse the passage in the next Legislature of the Bill, that was House Bill 1633 in the 1965 Session, which did pass the House but did not pass the Senate.

3. We should establish a state scenic railroad, road and trail system which provides for control of scenic corridors for each of these means of transportation. We should create different classes of scenic roads. It's important to preserve the dirt road, with a covered bridge where we have it, that winds through the countryside. Preserve it the way it is now and do not widen it or make it a vast expanse of concrete. We need different standards for different classes of scenic corridors. Among the standards should be those that cover the volume and speed of traffic, the right of way size, the distribution and character of scenic overlooks, the engineering specifications, and what intrusion on the natural topography and ground cover would be permitted, what signs and lighting, and how far the scenic protection areas would extend.

4. We should require the Department of Highways to spend one percent of its prior year's highway construction budget for highway beautification. New Jersey already authorizes such spending and the Commissioner of Highways is using this authorization. I would like to see Pennsylvania submit similar legislation that makes the one percent expenditure mandatory.

These are just a few, but I will stop here with recommendations.

#### CONGRESSMAN SAYLOR

Thank you very, very much, Mrs. Strong. I want to thank each and every member of the panel. I hope that you in the audience will appreciate the work that these folks have done, and realize that they have come up with a number of excellent recommendations. For your information, we have not prepared our recommendations. We have waited to compile them until after you have had your opportunity to speak.

Before I call on the audience to participate, I would like to introduce Mr. Glenn Bowers, who is the Executive Director of the Pennsylvania Game Commission. He has been our panel adviser and has provided us with invaluable service.

All right, is there any one in the audience who would like to be heard or has a suggestion? Yes sir.

KENNETH MEYER

My name is Kenneth Meyer, I'm with the *Pennsylvania Sand and Gravel Association*. I would like to compliment Mr. Pierson on the recognition that extractive industry is necessary in order to accommodate the building boom and the highway building program. These are vital to all of us today.

I also recognize that we have many short comings in our industry. We're aware of this and it's being brought very rapidly to our attention. Fortunately for the sand and gravel industry, which I represent, we are not exactly in the same situation as the stone producers. They crush an aggregate in the dry and you get dust. We crush an aggregate, gravel, in the wet and we keep the dust down.

Current legislation and regulations are taking care of this, and I think you'll see greater improvements. We are already operating under water permits with our sand and gravel operations. We must have settling basins for residual water and sediment. The Air Pollution Commission has enacted legislation to control fugitive dust. I think you will find alleviation of these dust problems.

Our industry, as you mentioned, through the National Sand and Gravel Association, is quite aware of the fact that we have not in the past taken recognition of the landscape desecration, for which some of us were responsible. We do, however, like to point out that several of our reputable producers here in Pennsylvania are working with the local borough or township planning commissions and they are restoring these tracts of ground. It is not necessarily true in all cases as the ground must be level. We find in some cases that this ground or these pits that we create in sand and gravel processing can be used for sanitary landfills quite well. Other cases, such as in Massachusetts around Boston, have been converted into prime industrial grounds. There are other cases where this pit has been allowed to fill with water, and surrounding land has been turned into residential development with acreage appreciating in value anywhere from two hundred dollars to six thousand dollars an acre.

So we recognize now that this is something we must do and we want to let you know, sir, and the panel, that our industry is moving and working with the National Sand and Gravel Association in continuing research for the planning of worked out deposits.

CONGRESSMAN SAYLOR

I want to thank you and just say that since some members of your organization have already proven that it is not only possible but in most

cases profitable to use proper practices, I hope you will insist that the rest of the members of your organization go and do likewise. Any other questions? Yes sir, the gentleman in the back of the room.

FRANK BOGRAFT

I'm Frank Bograft, *Chairman of the New Regional Planning Program in the State University*. I think we have identified a great many of the problems and I also think we have identified a great many solutions; but I would not like to see the program concluded without calling attention to the fact that the assumption has been made that there are the professionals available in sufficient quantity to do something about it. I would like to emphasize the need for considerable attention to the problem of educating both planners and landscape architects, particularly those who are gifted or trained to do this kind of work. The need for these kinds of people is very great. The deficiency in planners is estimated by the A. I. P. to be about 150 a year and growing.

So if the committee will make recommendations, I'd certainly like to see them recommend that these professions be called to the attention of bright young students and that the programs be supported, either through scholarship or grants. In fact, certain other programs should be established, particularly in the vocational area and the junior colleges for additional people to supply this need.

CONGRESSMAN SAYLOR

Thank you. If we have any group representing the State Teachers Association, I hope they will take this message back because this is another field to be called to the attention of the young folks by those who are giving guidance to students in our high schools. Yes sir, a gentleman right here in the front.

No Identification — Not Audible

I would like to say a word or two about preserving the land for future use without having to designate now what that future use must be. My wife and I have fifty acres of land which we're ready and willing to give away to anybody who wants to take it. But we realize it may be years before anybody really needs that open piece of land for recreation or for any other legitimate public use. So I would like to suggest if it is possible to finance the acquisition of land by gift long before it's needed, in the same sense that you have money in the savings bank for future use rather than left to the necessity of having to borrow it when the time comes.

CONGRESSMAN SAYLOR

The gentleman right here.

MR. STAPLETON

Mr. Stapleton. Mr. Chairman: One of your panel members made the statement that natural beauty must come from the grassroots. First of all I want to state, I'm a past county commissioner from Indiana County. I know that you know, as a politician whenever you want to find out what the needs are of your people, you go to the grassroots. I feel that for us to find and get more control and more help from the people that are in the countryside where these problems exist, that we should go from the Federal Government, to the State, to the County, to the Township Supervisors. I think these people should be considered because they know the problems in their area and they would be there to give us a helping hand if possible.

I know with the Federal projects that are being offered in Indiana County, and three Commissioners are here, we have two beautiful county parks that are under construction at the present time. I don't think there are too many counties in the State of Pennsylvania that have taken the initiative and taken the projects that are being offered by the Federal Government as well as the State, such as Project 70 and open space. In both of these county projects that we have undertaken, the acquisition of these lands was at no cost to the county and we have taken these key county parks even though we have a State Park that is being considered in our County. This Park, I would say, has been offered to our County at least for 8 to 10 years. Nothing has ever been done, so the County has taken the initiative and started our own County Parks. However, we are told by Maurice Goddard that for the State Park in our County, bids were going to be offered next month. Thank you.

CONGRESSMAN SAYLOR

This indicates that we have at least one county in our State where they are TAKING ADVANTAGE of just what has been specified by members of the panel that they are not to depend entirely on Federal or State hand-outs, but to do things back home and to make these things available near the population centers. I want to commend you three County Commissioners. Any further questions or comments? This gentleman right here.

COLIN THOMAS

I'm Colin Thomas of the *Pennsylvania Conservation Minute Men and Women*. I am amazed at the wonderful program that has been put on by this Conference. When we get the final report, we'll have a gold mine. Unfortunately, it will be a half to three-quarters of an inch thick. I am engaged in lobbying some of these conservation measures through the Legislature and I would like to know how we're going to get the Legislators to read the report. I was hoping to see Members of the Legislature, who



are going to pass these programs, in attendance at this Conference. The same is true of the representatives of the press who supported us and I'm not sure they're going to read the report either.

CONGRESSMAN SAYLOR

All I can say is that some of them will. Those that are really interested, Mr. Thomas, will read it, and we have to count on those few to carry the message.

The young lady right here.

HILDA FOX

I'm Hilda Fox from the *Pennsylvania Roadside Council* and I would like to say, yea verily, to what Mr. Thomas has just said. We have been privileged to have his help in trying to promote the Highway Bill.

I'm hoping that every panel and certainly a directive from the top in this Conference would call attention to the crying needs of our people's lobby. Because, I think, those of us who have worked at the State level and also at the national level, recognize that this country is being run by the lobbyists who are there to represent industry and self interest. Those of us who are working in the public interest are pushed aside and up until very recently we've been penalized. We can't even get a good tax ruling because we're supposed to be influencing legislators and legislation.

Of course, that's what the professional lobbyists have been doing, and they charge it off to advertising and business expense and all sorts of things. I made a plea for a change in that situation at the Washington Conference and I'm happy to say that a year later our roadside council has been recognized as an educational medium rather than civic. We have been given a favorable tax ruling. I think everyone in the whole United States who has an interest, and at this point I don't know who hasn't, recognizes that they must be a part of a peoples' lobby and become vocal and pick up their pens. It's their greatest and strongest weapon. And if nothing else comes out of this Conference, I hope that will. Thank you.

CONGRESSMAN SAYLOR

Before I call on the next person, I would like to make one comment in regard to these last two statements. I am sure there will be people walking out of this room and saying because I am a life member of the Sierra Club that I'm prejudiced. Be that as it may, I am proud of my life membership in the Sierra Club. The Sierra Club has carried the battle for the opposition to two dams and invasion of the Grand Canyon. As a result of using less than one-half of one percent of their annual income to run two ads, one

in the Washington Post and the other in the New York Times, the Internal Revenue Service has at the present time quite a number of individuals who work for them in the Sierra Club office going over their books to determine whether or not the law which Congress passed, and which specifically says that the Internal Revenue Service is not to investigate lobbying activities unless called upon by the leadership of the House and Senate has been violated.

Despite that provision in the bill, the Sierra Club is being investigated. I'm sure that every other public group if they take up what might be opposition to some bureaucrat's desire, will find themselves investigated. And I might say to you that this is when you separate the men from the boys and the girls from the women. Those who have the courage to stand up and be counted may be investigated, but if you're right you'll take that chance.

Now we'll call on the next person. All right, if we lose our tax exemption we have to find a couple of fat cats, and I'm going out and find a couple of fat cats, believe me, I will. Who is next? Yes sir, right here.

#### CLAYTON HOFF

My name is Hoff, my organization is *Forward Lands, Incorporated*. I'm prompted to make a specific suggestion based on Bob Pierson's comment on sanitary landfills. Although twenty years ago I was instrumental in starting a sanitary landfill demonstration in Chester County which has preceded many others, I am opposed to sanitary landfills. I think they are only a stop gap. I think they are also for the most part detrimental to the beauty of our countryside. What I would urge this Committee, this Panel, as I have the ones on roadside, to request the Department of Highways, the Department of Health and the State Planning Board to do research on better methods of disposal of rubbish, garbage, trash, and utilize and further develop the research which has already been done.

Sanitary landfills are undesirable and undesired in many cases. They are practical from an economic standpoint. They utilize land near our communities, and that land is no longer becoming available. The cost of hauling to sanitary landfills becomes higher as it moves further and further out of the city. Sanitary landfills destroy much of our material which could be salvaged.

I urge that investigation of research and development of processes be done by these three Departments, to develop and complete the establishment of methods which will salvage for further utilization, scrap glass, scrap iron, scrap paper, scrap rubber, and other scrap. The balance to be digested by a bacteriology process, combined with sewerage sludge and

with processed garbage and fortified to produce a fertilizer, not a compost. There is a very limited market for compost material. There is a market for fertilizers and by so doing we provide an economical and possibly partially profitable method of salvaging much of the waste materials which we now burn and bury. As a nation we can no longer be so profitable in the utilization and destruction of our raw materials.

CONGRESSMAN SAYLOR

Thank you very much. We have time for one more question. The young lady in the white suit in the back has been trying to get attention here for some time.

ANN CORCIO

Thank you. I'm Ann Corcio from the *Pennsylvania State Planning Board*. I have a question for Mrs. Strong. You suggested that the Legislature enable the State Planning Board to develop recommendations for protecting our resources, recreation and amenities and that in order to do this, we must have, we must develop criteria for land use and a better method of cost benefit analysis. Well, within the existing political framework and due to the relative newness of recreation and resource planning, do you have any suggestions as to what we might do to start to develop criteria?

MRS. STRONG

I do. I have a great many, but we don't have the time to go into them. I think that we have to, to begin with, find out what we don't know at present, which is how much people really value beauty, in addition to the value of recreation sites. The present valuation is so often in terms of visitor days, but that doesn't at all measure whether one site which has fewer visitors has a higher quality for some.

We don't know whether people move to an area because of the existence of a park or because of the existence of beautiful Bucks County farms nearby. These are things that we've got to try to determine. How much does a clean stream mean? How much do fish matter to people? I think we've made a beginning in the Delaware River Estuary study where the dollar value placed on cleaning up the estuary, the five different alternatives, schemes offered, are partly in terms of how many shad would survive the annual swim up stream.

I think we have to start asking people questions, trying to go around and have attitude studies to try to determine what people want in their environment and what they are willing to pay for it. How far will they go to work? How much more taxes would they pay? This is just one area in which I think we need to move.

## CONGRESSMAN SAYLOR

Before we close I have one further comment to make. Whether you folks realize it or not, one of the County Commissioners of Indiana County said I am a politician, well I'm proud of it. I just want you to know that there are fifty-eight days to election. Now wait a minute. In every community in the State of Pennsylvania there are people running for the Legislature and the Senate who never ran before. Now there's going to be a new Session in Harrisburg next year, and it'll be a general Session. Now it's up to you folks who are interested to get a hold of these people and tell them what you, the people, want them to do in this field.

Thank you ever so much for attending.

## PANEL REPORT

YOUR EXCELLENCE GOVERNOR SCRANTON, and Conference Chairman, Mr. Masland, I thought certainly before this time someone would take the opportunity to thank the Governor and the Chairman of this Conference for giving us the opportunity to meet with the members of our Panel. I want to say to you gentlemen, I expect this will produce a really workable and efficient program through which the people of Pennsylvania will move forward. My reason for such expectation is that this was not a Conference for which the final recommendations were written up before the Conference met. I can only tell you, for the one that was held in Washington, the public printer had the final version of all the recommendations before the public had an opportunity to express itself. Such is not the case here and I can tell you, Governor and Mr. Chairman, and you people in the audience, that it is not possible to give you all of our recommendations because we have so many.

I can also tell you that Secretary Bull got in many good points for the Pennsylvania Department of Agriculture. He made sure that we understood that the Pennsylvania farmer had a real issue and a real stake in natural beauty. He hoped that our first recommendation would be that in the farming areas, the District Soil and Water Conservation Committees should be considered as the hub for coordinating natural beauty programs in the respective county areas. Funds should be made available, not only by the Federal agencies, but through the State Department of Agriculture and other Departments, to help carry out sound programs of natural beauty preservation in rural areas and advance planning and land use control in areas which will urbanize.

We expect that our Pennsylvania Legislature will enact legislation embodying standards which will require that prior to starting any extractive operations, a site development and restoration plan will be prepared and submitted for approval to the designated responsible public agency.



We also recommend that further controls on land fills and disposal of septic tank refuse be examined by the pertinent state agencies because from the information received during our Conference, the present system is completely inadequate.

We recommend that there be enacted unified forest crop laws which will enable timber land owners to defer a major part of the current tax until the timber is harvested. This may require a change in our State Constitution; however, Federal as well as state, county and local taxing bodies need to take a close look at the long range tax burdens on timber lands.

We hope that adequate funds will be provided for the optimum management of state forests and other public lands, including protection from fire.

We suggest that you create a State Land Use Commission which will explore the means of implementing state-wide recommendations for the protection of our natural lands.

State-wide Advisory Commissions, Regional and local committees to be concerned with the total range of natural beauty needs should be established and coordinated, with objectives as follows:

1. An evaluation of where we are, how good our present program is and why.
2. Goals, priorities, short and long-range developments all need to be formulated.
3. Advising the citizenry through newspaper, radio, television, personal talks to groups, special booklets, schools, extension agriculture, wood manufacturers and companies, associations and cooperatives. Information to be given on reasons for the program, the costs, the economic and natural beauty benefits, and how individuals can help.
4. Specific plans for fire protection, pest control, cutting regulation, technical assistance, research, tax revisions, personnel, long-term credit.
5. Involvement and integration of local and county governments individually and adjoining.
6. Legislation for regulation of the forest program, watersheds, wildlife.
7. Less political interference with the Department of Forests and Waters.
8. Promotion of conservation education in public schools.
9. Development of management programs for national and State forests for multiple use.
10. Acquisition, restoration and preservation of historic forests and natural areas.

We believe recommendations should be promulgated for the protection of resource, recreation and amenity areas. It should be policy that owners of land recommended for protection be compensated for moderate or severe losses in value resulting from implementation of the recommendations. Further, State and County acquisition of less than fee interests in land to protect water resource, agricultural, forest and open space land should be authorized.

We strongly recommend new efforts to acquire all of the land for the Delaware Water Gap National Recreation Area, which is still in a substantially natural condition. We also recommend that every Federal, State and local investment in Parks in Pennsylvania be accompanied by the same kind of citizens support of State and County plans to protect the natural beauty of surrounding lands that has been shown in both Pike and Monroe Counties. I want to say to you who are here that the County officials of those two Counties deserve a vote of confidence and thanks from the rest of the citizens, not only of Pennsylvania, but of the entire country.

We recognize that planning alone may well not be sufficient for the protection of land surrounding parks. It is imperative to provide for buffer areas through regulations or where land values require it, through acquisition of less than fee interests. We endorse the use of whatever controls are necessary to implement the plan.

We hope you will increase the educational effort at all levels by our State educational system so we may have a massive frontal educational attack on this subject of resource utilization and management.

We hope, Governor, that you will stimulate a new lobby in Harrisburg and we have given it the name of the People's Lobby. We don't know who is coming up to represent us but we hope you'll listen to them and that your successors will do the same.

And last, but not least, we recommend and urge a follow up Conference which should be held three years from now to appraise the results of this session as well as to realign our thinking, regroup our forces in the light of any advancements and prepare to surge forward at that time on all fronts.

## CITIZEN ACTION

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Chairman — ROBERT W. CRAWFORD, *Commissioner*  
Department of Recreation, City of Philadelphia

Robert J. Buzbee  
Sears Roebuck Foundation

Mrs. Lawrence Haner, *President*  
League of Women Voters of Penna.  
Strawbridge and Clothier

Mrs. Cushing N. Dolbeare  
*Managing Director*  
Philadelphia Housing Association

Melvin A. Zurn, *President*  
Penna. State Chamber of Commerce  
Zurn Industries, Inc.

Mrs. Walter Craig  
*Chairman*  
Philadelphia More Beautiful Comm.

M. George Mooradian  
*Executive Director*  
100,000 Pennsylvanians

### PANEL STAFF ADVISOR

Wes Blakely, *Governor's Staff Assistant*  
Governor's Office

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Chairman ROBERT W. CRAWFORD

Gentlemen, according to my watch it is time to start, and by this time, everyone at the Conference is familiar with the way that panels operate. Of course, like the other panels, the purpose of this session is to make specific recommendations that can be given to Governor Scranton. We want out of this session on Community Action, practical suggestions as to how we can achieve the goals and objectives that have been enumerated throughout the Conference. Each panel member will speak five minutes. Then, the opportunity will be given after the panel members speak, to the delegates to suggest further recommendations from the floor that they would like to have under citizen action.

Since we are the last panel, we'll have time for recommendations from the floor. We're going to allow as much time as possible for the delegates to make recommendations and raise issues from the floor. But at the termination, we go right into the general session and if I don't call on you or have an opportunity to call on all of you, if you would jot down your recommendations and then hand it to me or a member of the panel at the close of the program.

We have a very distinguished group of panel members, I think, and all highly qualified in their particular field in citizen's action. On my right, extreme right, is the Managing Director of the Philadelphia Housing Association, Mrs. Cushing N. Dolbeare. Number 2 here, the lady on my left, is Chairman of the Philadelphia More Beautiful Committee and the

founder and chairman of the Philadelphia Clean Block program, Mrs. Walter Craig. To my immediate right, this lovely lady is the President of the League of Women Voters of Pennsylvania, Mrs. Lawrence Haner. On the extreme left, the President of the Pennsylvania State Chamber of Commerce, President of Zurn Industries, Inc., and also a member of the Steering Committee of this Conference, Mr. Melvin A. Zurn. And then to my immediate left, the Executive Director of the 100,000 Pennsylvanians, Mr. George Mooradian. The gentleman here in the middle to my right, who is the Regional Director of the Sears and Roebuck Foundation, is Mr. Robert J. Buzbee.

Now, to work well, beautification like democracy depends on citizen's concern and citizen's action, and this depends upon the interaction and the cooperation between the government, the public and private groups and organizations and business and labor. In fact, all segments of our society. This morning, when I looked at that film, "Trouble in Eden", I think it pointed out one of the biggest difficulties we encounter. And that is lack of coordination and cooperation on the part of people.

But what can people do when they are dismayed, when they are disgusted with a lack of beauty in their surroundings and the destroying of our natural resources? The answer is a program through citizen action and local citizens' effort must be now, before it is too late and no one else can do it, except the citizens. Now, how do we get citizen action? This is what our panel is going to discuss, from the various viewpoints. First, I'm going to call on Mrs. Cushing N. Dolbeare, the Managing Director of the Philadelphia Housing Association and she is going to speak on this subject from the viewpoint of implementation, need of an organization, and what they can do. Mrs. Dolbeare:

MRS. CUSHING N. DOLBEARE

Thank you, Commissioner Crawford. My basic premise, I think all of you will agree, and that is while citizen action is very important, there is very little that citizens, as individuals, can do. Citizens are affected primarily when they work through organizations and there are two ways, as I see, of doing it. First, is to work through the many groups that I suppose all of us belong to, and in which we're active, in order to try to generate their concern about the problems, the programs and proposals that we've heard these last two days.

Second, I think we need to form a new organization to concern itself with all of the things that need to be done to preserve natural beauty in Pennsylvania and to create natural beauty where it does not exist. I think that one of the key features of this organization ought to be the involvement of as large a segment of the community as possible, of all residents,



as well as garden club presidents. This must be done because I think we've reached the time where no movement for reform is really going to succeed unless it has a broad base of involvement and participation.

In 1909, the Commissioner of Health of Philadelphia was concerned about the housing problem in Philadelphia. He was charged with the enforcement of the multi-dwelling ordinance and he didn't have very much in the way of inspectors. The ordinance wasn't very good anyway, and so he called together a group of civic leaders to discuss what might be done about this. The result was the formation of the Philadelphia Housing Association, which is a group that brings together individuals and representatives of all the other groups in the community that are concerned about housing. They focus on the housing problems of Philadelphia, and their solution which speaks for the public interest and identifies, where it can, the public aspects of private invested interest.

This is what I propose we do in the field of natural beauty. Now as I see it, such an organization can serve a number of functions. First, they identify the real issue. We need somehow to develop programs and proposals that represent a true community interest between very different groups. We need to face the issue of tax rebate, and tax concessions, and how these line up with the needs of local government for tax revenue at a time when local government expenditures are mounting far faster, relatively, than Federal expenditures.

We need to face these issues, we need to identify them. We need to formulate and advocate solutions.

Second, I think a citizens' organization can serve as a watchdog and critic and prod to existing agencies. And I think one of the problems we face, all of us, in dealing with natural beauty and how to preserve it, is that almost always beauty is a secondary consideration to the prime mission to most of the people that need to bring it about.

For example, the function of a highway is obviously to provide transportation. Yet, what effect have highways on natural beauty? The same thing can be said of a new development. A new developer is interested in providing houses, and yet what an influence this has on natural beauty. The same thing can be said of urban renewal.

What do we need constantly? We need the watchdog function, the critic function, and prod to existing programs and agencies, in order to make sure that the considerations that relate to preservation of natural beauty are taken into account. Standards are adopted. Opportunities are taken advantage of. We need to be sure that the people responsible for the planning for new highways, or new housing developments, or urban re-

newal projects, also automatically register a concern for the preservation of natural beauty.

And finally, I think we need a citizens' organization in order to provide a concerted voice to generate action on the recommendations that we'll make to the Governor today and which will be made in the future. These recommendations are not going to be self-fulfilling. We need an exchange of information, ideas and communication. We need to educate the public on everybody's responsibility as well as specific programs and specific needs. We need some place to keep score on how we're progressing on this matter. The kind of statistics that Secretary Udall was talking about last night. Are we really, in Pennsylvania, and in our own communities, bringing as much land into public protection, under public protection, as we are under new development, for example? We need someone who can keep score on this kind of thing. Now an organization like this, I would say, needs a force as its backbone.

Interested members and volunteers, but it's also going to need a staff. Not to make policy, but to provide information and background to the members of the organization. To generate new ideas and follow up on proposals.

So, I would like to conclude with a specific recommendation, Mr. Chairman. That we ask the Governor to call for the establishment of a state-wide, broadly representative citizens' organization with full time staff to support whatever must be done to preserve natural beauty in the State.

MR. CRAWFORD

Thank you very much, Mrs. Dolbeare. I think, of course, you've raised a number of key issues, but your recommendation pointed out quite clearly that to really achieve the goals that you enumerated, an organization, you want some professional people and staff.

We're going to discuss the approach now to citizen action from the individual citizen's role. What is the role of the individual citizen right down at the grassroots level? And we've asked Mrs. Walter Craig, Chairman of the More Beautiful Committee. Mrs. Craig:

MRS. WALTER CRAIG

Thank you, Commissioner. It is about 30 years ago since Hilda Fox and I were lunching in Philadelphia. We had both been members of the rather well received Better Philadelphia Community and we had agreed — helped by many citizens' opinions in our city — that the most important thing that could be done by the committee was to address itself to the Philadelphia title with which we were not very happy.

We had chatted about this, we were both terribly serious about this and finally, Mrs. Fox said, "well Mrs. Craig, you take Philadelphia, and I'll do the highways and the byways, I get so disgusted when I see what's happening to them."

Most of you know the success that Mrs. Fox has had with her interest now through all these years in the roadside council operation.

The citizen action in our program has been nothing short of fantastic, I think. We began very humbly by feeling that everybody's going to be sick and tired of Philadelphia, consequently the citizens would embrace us with open arms. It didn't take us long to realize that we were quite wrong without that concept. People who had been accustomed to spreading their wares all over the sidewalk as well as in their shops didn't want to be curtailed, and they didn't mind telling us this fact. People who had been accustomed to heaving garbage just over the back fence, didn't like to be talked to about it, either. And we realized that somehow or other we had probably bitten off more than we could swallow and so we decided, that instead of going ahead on a city-wide basis, and of course, we are a big city, the thing to do was to break this all down into small parts. We began by every one of us who ever spoke in the city on anything, saying, "Oh by the way, do you think you have a clean well-kept neighborhood?" And always there were a few people who were startled at the very idea. We gradually built up a core of interested people who weren't very too surprised when we approached them directly. I remember saying to the Mayor that we thought we should try to organize this on a block basis, and he looked at me completely sincere, and he said: "You've flipped. You can't get leadership for that kind of an organization."

We went ahead and we asked some people if they wouldn't be interested in just in seeing if their block were kept clean. We had meetings to talk with them. And then, almost overnight, we found there were many people in Philadelphia who wanted to do something to better their area. I haven't time to go into the fascinating way this thing grew, other than to say, we never have had trouble with leadership in the many years that this committee has functioned — and we function as a clean-up, paint-up, fix-up committee — we have, I think, requested the resignation of six Block Captains. That's rather a remarkable story. I think it is more remarkable because these wonderful people have worked oh, so hard, many of them have been Block Captains for better than twenty years. They have never had any allocation of money. They have done most of the work themselves.

Now, ladies and gentlemen, I would like very much to stress on that, because it is a remarkable achievement. When they don't have money enough in the organization to do or make a certain improvement they want very much to do, they don't yammer around about it, or ask for money.



They simply give block parties, cake sales, take the kids out for an outing, in a bunch, and make a little extra money, and then suddenly they will call the office and say: "Those iron railings that we have wanted for so long are now up, and we hope you will come and look at them." The work has been constant. There is no letup. These Block Captains are ordinary people with no more experience when they begin that work than people in their block. But, of course, the remarkable thing about this is the growth that comes to these people who give of themselves and of their time and after a while of their experience to their fellow residents.

The block in Philadelphia, and there are now about 2600 organized blocks, which even in a big city is quite a number of blocks, are absolutely beautiful. They are clean, they are freshly painted, their window boxes beaming with flowers, or their urns have lovely things in them and their spirits are very high. It's not an unusual thing to have them call the office and say: "Well, we aren't very busy with anything at the moment, what do you think we have a cake sale and make some money for something or other we'll want to do?" And off they go.

I had a very charming thing said about me by someone who had been with me to one of these cake sales and he said, "Oh, well, it isn't necessary for Mrs. Craig's household to bake. Whenever she goes to a cake sale she comes home loaded." You can take it from there, I'm not sure myself. But, however, I want to tell you this, that if you must come home loaded, it's the happiest way I know of to recommend.

The one big thing, and I don't think you have to belabor the source, is when you realize that there are, say roughly, 42 houses in many of these blocks, sometimes more, sometimes less, and you take an average of four people to a house and you see them at work, and you see the youngsters helping. We have had the most wonderful organization and cooperation from our public and parochial schools where the youngsters are elected by their clubs, two to a club. They're terribly proud of the arm bands that they get to wear and they begin very early to not like litter. The litterbug, I was told today by Mrs. Oliver, who is here from Pittsburgh, makes a terrific impression on kids in her neighborhood and she has a grandson who is four. He went out and saw two kids throwing around things, and he said "Don't do that, the litterbug won't like it."

When I landed in Stockholm, Sweden, I was delighted to see a card which said Philadelphia's a litterbug, don't litter. The litterbug was born in Philadelphia, and don't you dare call time on me, Bob.

MR. CRAWFORD

I'm just writing you a note.



MRS. CRAIG, continuing

There's so much to this that you just can't do it in five minutes and make it live, and this is a very live program, but I was going to tell you that I was rather thrilled about two things a year or so ago. One, when I met someone a block captain of 22 years, and he said, "Well, never mind Mrs. Craig, it's been hard work. We've all worked, but you know," he said, "on the whole it's been kind of a fun program." And somehow or other, if we can encourage in our people that it can be a fun thing, even though it's also constant work, then I think we've really achieved something. Now, we could not have done this without tremendous backing from many sources. The news media, of course, had been helpful. We have had wonderful pats on the back and go ahead signals from many of our very important businesses in Philadelphia. The Chamber of Commerce, of course, is very much in our corner. We are constantly having people come to see us from faraway places who want to know how they can do this. And they go down and see what has been done, and I think we've helped to inspire a great many people across the nation to have clean-up, paint-up, fix-up campaigns. Now, a few months ago, the Mayor asked that we incorporate all this under the overall beautification program and this we are now doing. So, we are now known as the Philadelphia More Beautiful Committee. One thing sure, you can't have beauty without cleanliness, and somehow or other, very simple cleanliness gives you a certain amount of beauty. I am told here by the chairman, that you may take one more minute. I could take an hour and be as enthusiastic about these folks with whom I've had the privilege of working, as you can imagine one being about anything. But I think if I have only one more minute, I must give you a message from the Mayor of Philadelphia, who when he heard that I was coming to this Conference, wanted me to be sure to bring you his very warm regards. He was sure of your success, and he assured you that Philadelphia will not be laggard in helping to bring this big vision to a reality.

MR. CRAWFORD

Thank you very much. Mrs. Craig is a very concrete example. Somebody said not use that word, who was it? Allston Jenkins, this morning. But she is a very good example of what an individual citizen can do. She didn't answer though, the question of what to do when those people throw that garbage over the fence because I'm confronted with this in our parks and playgrounds, and I've told our people to just throw it back, but they said, we don't know who threw it there. Well, I said, ask them to put their name on it, and then throw it back. Now we're going to talk.

MRS. CRAIG

I just want to say that members of the clean-up, paint-up, fix-up committee are not the ones. I don't know about the rest of them.

MR. CRAWFORD

No, I realize that. Naturally, it isn't one of those 2600 blocks. Now we're going to discuss the citizen's action from another standpoint, and that is how to involve groups and organizations. Mrs. Lawrence Haner, President of the League of Women Voters of Pennsylvania, is going to discuss this aspect. Mrs. Haner:

MRS. LAWRENCE HANER

Thank you, Mr. Crawford. Any program for beautification should enlist citizen follow-through. How do we involve these established groups? Many of them are already organized to achieve natural beauty goals, and our task is to convince them that participation in the community effort for beautification is urgently needed.

The first recommendation would be to include a few representatives from the organizations on the top-echelon committee. Mr. Buzbee, my fellow panel member, will describe the organization of a community committee in a few moments. But I think it is important in the very beginning to start to involve people from organized groups. When the top-echelon committee appoints a survey group, a team to appraise the assets and liabilities of your town, or your area, it would be advisable to involve even more leaders of private groups. You will have achieved two goals: manpower to start the job, plus spreading commitment to the program within a number of established organizations.

As soon as potential projects are determined, these leaders of private groups will then be ready to go to their fellow-members for support of some of the phases of the overall plan.

You should provide them with tools for selling the idea of natural beauty and the special plan for your community. These could be filmed presentations, such as the Department of Internal Affairs' "Trouble in Eden," which you saw downstairs this morning, and which should give them inspiration to start to do something. There is a possibility of making slide presentations of the particular problems in your community. The Delaware Institute of Architects has done such a thing. They tell me that their slide presentation has been shown to 15,000 Delawareans, and it just gets over the idea of having everyone cooperate on the attempt for natural beauty. There have been a number of publications, on the table outside, one of them that isn't, is one put out by the United States Government called "Com-

munity Improvement Through Beautification.” This is a very good outline of how to get started. Another that has been available to you, out on the table, in the foyer is “The Role of the Garden Club in Community Beautification,” and this was published by the Community Planning Division in the Sears, Roebuck Company. Although it is specifically addressed to garden clubs, it is very adaptable for private use. These will give you a start for organizing in your private groups and all of them are tools for telling and selling.

Most important, is to have several alternative projects from which a group can choose. You’ll want to choose one that suits their special interests. A neighborhood civic association would only be interested in its environment. A service club, whose members come from all parts of the community, would be more willing to assume responsibility for a project that benefits the whole community. PTA’s will be limited to their schools, be it better landscaping or creating a nature walk on the playground. Historical societies could be enlisted to improve historical sites, and then you might expand this to a walking or driving tour to these points of interest. Chambers of Commerce, naturally, would respond to a request to beautify the business district or shopping centers. Garden clubs would cooperate perhaps with private or public housing renewals in order to demonstrate gardens. Also, you could be prepared for various modes of operation by organizations. Some may require only a decision of the Board of Directors to adopt a project; others may need a decision from all the members. A group may be limited to a particular field of activity. The League of Women Voters could, after member agreement, adopt only programs dealing in governmental action, working for planning and zoning, housing codes, establishment of public parks, and so forth. Each organization will have its typical mode of operation. Once projects are adopted continuing motivation is a necessity. This may take the form of encouragement to finish the initial project or it might be to maintain the project over a long term. In any case, success will create a climate for accepting additional projects.

Mr. Chairman, may I recommend to this Conference that many private groups are already established to achieve natural beauty goals, and that their systems be enlisted to make the Commonwealth of Pennsylvania an even more beautiful State for its present and future citizens.

#### MR. CRAWFORD

Thank you very much, Mrs. Haner, and I think that a very fine recommendation. Certainly, you’ve given us a very good bird’s-eye view as to how to involve groups and organizations which is so important if we’re really going to achieve anything worthwhile in citizen’s action. Since you

are president of an intelligent and informed civic organization, probably just as well informed as any group, in civic and governmental enterprise, I'm wondering what you would say, as president, if someone said to you, "I'm a hundred percent for progress but changes I object to."

Now, we're going to turn our attention to another very important aspect of this program of citizen action, and that is what is the role of business, and we have a very able representative, the President of the Pennsylvania State Chamber of Commerce, Mr. Melvin A. Zurn. Mr. Zurn:

MR. MELVIN A. ZURN

Thank you, Mr. Chairman. Ladies and gentlemen. I should like to preface my remarks by reminding ourselves that the purpose of this meeting, being a Conference on Natural Beauty, comes from the fact that we, collectively "we," are the guilty parties herein. The Indians were here before we were. They were men. They didn't pollute, we polluted, and as a businessman and representing a business community, I must say honestly and truthfully, that business is probably the maximum guilty party.

But each and every one of us, in some form or other, have an association with this thing we call business. So with that background, I simply would like to say that the businessman of the past, and of present, has been so busy with the importance and necessity of setting up and running a thing which we today call industrialization, that little or no thought of such a thing as beauty, natural or otherwise, ever entered their minds. There are still traces of this concept in quite a number of businessmen today. But in the development period of profit and prosperity, it is possible to note what a dramatic change in most business areas, with regard to some of the finer elements of life in the business community.

Thus, more and more, the business community is becoming aware of the fact that a beautiful functional business site surrounded by fine landscaping provides an important part of the industrial or commercial operation.

Such a site provides a progressive attitude among the employees, customers and owners, and forms the basis for improved all-round relation. If it is possible for an employee to commune with nature at or near where he lives and works, a feeling of contentment and well-being is cultivated. A word picture does not describe the real exhilaration of a fisherman, the earthiness of a hunter, or the illusions of a golfer.

These are necessary and essential to living, and an important consideration in securing and keeping qualified personnel and hence, satisfied customers.

Business and industry can benefit from a program which would emphasize the inherent advantages of natural beautification. Such a program



could be an informal one involving the distribution of some attractive and informative brochures among businessmen. The businessman might also be encouraged to improve his site and thus add his voice to others in the community to enhance the natural beauty of his home-town, U. S. A., or to provide group action by the business community in this direction.

The program might be more formalized. For example, a group of business-program might be more formalized. For example, a group of businessmen could be organized into a functioning committee to work out ways and means to encourage property beautification. Examples of outstanding business sites might be readily distributed, widely distributed among the business community and the public. Awards might be given for more outstanding projects consummated during the year.

Suggestions for formalized employee programs could also be developed by such a committee. Perhaps a most useful program would be one of awarding employees for suggestions or actions which promote natural beauty of his or her surroundings, or for that matter, the general facilities in which they work.

There are in Pennsylvania a vast number of firms which have, or are now beautifying their grounds and buildings. Some examples include the new Winthrop Laboratories plant at Myerstown; the recently remodeled and expanded RCA plant at Lancaster; the Alcoa Technical Center at Merwin; the Lambert-Hudnut Manufacturing Laboratories in Lititz; the Honeywell plant in Fort Washington Industrial Park, to name just a few. The latter two have won national prizes and have been included among the outstanding plants of America.

Incidentally, there are a number of photographs of some of these beautifully designed and landscaped facilities which will be on display in the lobby, outside, which you can view at your convenience.

Those firms located in older cities need not be discouraged by these outstanding examples. Much can be done with some architectural initiative and some landscaping technique. For example, this year, Doylestown, Pa., won two first place awards in the Pennsylvania State Chamber sponsored "Better Community Contest" for work done in beautifying its business district. Incidentally, this project was 100% locally initiated. There were no federal or state monies involved.

Some before and after pictures are also on view out there, of some of these projects. Another, at the other end of the State, the Allegheny Valley Chamber of Commerce in Tarentum, is now working on a plan for beautifying its downtown area. And incidentally, you'll be interested to know that our new Secretary of Community Affairs, Mr. Joe Barr, formerly the Mayor of Oil City, was the promoter and sponsor of four Better Com-

munity Programs for the City of Oil City, in which they won first place. I was honored to present them with award of \$2,000 for their first place this year, and last year they won the national honor award of the U. S. Chamber of Commerce. So you see, we have a man in Joe Barr who is very conscious of this very thing that we have been promoting in the State Chamber. Information pertaining to how these programs operate can be secured from any local Chamber of Commerce. Briefly, the State Chamber program is a voluntary competitive effort, judged by qualified experts, and for which handsome cash awards are made possible through the cooperation of public interest and public utilities and other business in cooperation with the State Chamber.

Perhaps the most important accomplishment of this Conference on Natural Beauty will be a development of an awareness of the need for community action by all groups. Local initiative and concern can accomplish a great deal in the achievement of our objectives. And the local Chamber of Commerce, we believe, is a sound vehicle through which coordinated business action can best be effected.

Mr. Chairman, I would like to suggest that you add this as a possible suggestion concrete, that the Chamber program should be expanded considerably, in achieving this broad objective.

#### MR. CRAWFORD

Thank you very much, Mcl, and the State Chamber is to be congratulated on this very fine program that they have initiated and are carrying on throughout the State with the business communities.

We're now going to ask one of our panel members, in fact, the Regional Director of the Sears Roebuck Foundation, Mr. Robert J. Buzbee, if he would address his remarks to the question of giving us some direction as to how we should be organized, how we should be structured to achieve the objectives and goals of a beautification committee. Mr. Buzbee:

#### MR. BUZBEE

Thank you, Mr. Crawford, fellow panelists, and Pennsylvania Beautifiers. I have an observation which has nothing to do with my remarks. I think I'm indeed fortunate to be the only panelist, single panelist at this Conference that is on natural beauty, that is immediately surrounded by such natural beauty. I make this observation because my lady friends here have stolen my material.

At any rate it has been our experience in cooperating with the organizations of which we are honored to cooperate with various programs, that

successful beautification usually starts with one organization which is deeply involved to its specific purpose to be organized.

Unfortunately, in all too many instances, the one organization either runs out of steam or is so frustrated by the gigantic job that lies ahead that it just gives up the ghost. You can also call this tendency to scatter at the shock throughout a community.

The organization, therefore, that wishes to expand their beautification activities should seek to establish, or to join, through the appropriate means, a Beautification or Improvement Committee. This committee can be set up along political subdivisions whichever political subdivision will be most appropriate for that particular project and, if necessary to be created by an act by the local legislature, but it must be in existence in order to insure a broad base on which to promote the total program. In recommending, your committee should be composed of between 15 and 23 members. Qualifications of the committee we could talk about all day I think perhaps we have observed here at hand, one of the finest qualities of membership in this organization and that enthusiasm. I would, therefore, suggest that this committee be composed of an honorary chairman, who will be the head of the political subdivision. A general chairman, a prominent citizen with plenty of abundant time to devote to the project, if not abundant, then certainly adequate. An executive chairman, who would be the head of the Executive Committee, which would be made up of the heads of the following committees, and there are four: The chairman of publicity, to be aided by three or four members with interest and association with radio, T. V., and advertising; chairman of Commerce, aided by the same number, three or five members selected from Chambers of Commerce, retail merchants, banks, public utilities, etc.; a chairman of Ways and Means, who would be an accountant or a banker, aided by three members experienced in raising funds; and finally, a Chairman of a Professional Committee, which would be chaired by an architectural landscape design specialist aided by three members selected from the various professions, and this includes all the professions not just those related to conservation.

I want you to encourage in the composition of this committee the involvement of women's organizations in terms of being represented on this committee. Unfortunately, I didn't get to hear the lady that was going to talk about the legislative aspects this afternoon. I know that she perhaps covered the subject. I'm sure she covered the subject very adequately. I don't think perhaps she might have commented on the effectiveness of the lady and I think that it's appropriate that I can, having personally observed a lot of the effectiveness and the results in handling some of the legislative problems.



As a matter of fact, a legislator from another state told me not too long ago that he observed this woman attending this particular meeting and he had received so many phone calls from her, that in fact he referred to her as the wicked witch of the west. He said that I must admit — with a twinkle in his eye — because he did tell me that later the enabling legislation was passed which is what they were endeavoring to accomplish in that area.

I want to discuss now just a few of the purposes of the committee here. The purpose of this Committee is to organize and supervise the entire beautification in this particular community. Its most important working role is to provide a platform to launch the programs which will accomplish what I call “cultivating civic consciousness.” We’ll talk more about that in a moment. The Beautification Committee, if properly constituted, is in a unique position of planning a total city area wide program. After planning the strategy of the program, it is in a perfect position to make a direct assignment of specific projects to individual organizations. Of course, if numerous projects are currently sponsored by the cooperating organizations, this must be taken into consideration in planning the program as well as making specific assignments.

We want to integrate the already existing activities with those we plan with all from this committee. It should be obvious to all that it is not the purpose of this Committee to only accept what is presently being done, but to promote greater participation on the part of all organizations.

The work of the Committee will never go unrecognized and the impact on the general public will be greater if the Committee selects a theme, a slogan, and an insignia. Many potential problems can be alleviated and even eliminated if this is done at the onset of the program. And we’ve heard a little bit about that a little earlier. One city selected a “Tidy Tim” concept which developed into the insignia, and with the slogan, and with an all encompassing package program when presented to the various organizations.

Earlier, I said one of the prime roles of this Committee was to go about the job of “cultivating civic consciousness” and eliminating what I would call “beautification illiteracy.” This concern can be created successfully with the members of the Committee appearing on local television and radio to discuss the program of the Beautification Committee or the need for the entire community.

Also, to be involved during these discussions would be church leaders, municipal authorities and industrial and business leaders. I think when we create a successful city concern, we reach those people that were mentioned earlier, like the panelists on my right.



This Committee can also dramatize the problems by arranging for a special group to participate in a conducted tour of dumps, potential parks, and places that lack beauty. Can you imagine a tour guide going on a tour of the ugly places in your city? Of course, an opinion poll of various neighborhoods would not only root out feelings and opinions of citizens, but would serve as an excellent method of acquainting certain individuals with the Committee's programs.

As has been pointed out, the press can assist, through the influence of this Committee by running articles that would highlight how an unpleasant community affects the people, the municipal tax base, health and welfare, and the general health of the business and industrial community. I think we've heard enough, and heard adequately and abundantly, this morning from the press, and how by teaching and preaching natural beauty and certainly with cooperation and creativity and innovation from members of the press, you can come up with some very fine campaigns and accomplish your program.

The Committee can serve as the coordinating body and as program ideas are conceived, they can be assigned to interested organizations. This Committee, therefore, serves another useful purpose in that it can be an "idea machine" which will serve to maintain the public interest.

Here are just some examples of programs that can be developed for your particular area: Residential beautification projects; and yard of the month contest, which can have as a slogan "Every Yard a Garden."

The Committee can select certain areas or segments of industry, which might compete among themselves to improve and compete for a given award or series of awards that would be most helpful in improving their particular environment.

A utilization of our youth power, if I may use that word. Imagine the effect if we were to channel some of the frivolous activities that take place today in the frug and the monkey into concerted and meaningful beautification programs!

I think we would have a most beautiful United States. A litter program which might encompass a watchdog box, whereby a citizen seeing a fellow citizen discard litter on the ground, or on the roadside, could take his license number and forward it to a central committee which in turn goes about calling to this gentleman's or woman's attention the fact that he is derelict in his responsibility.

Finally, one of the most important roles the Committee can serve is to indicate that a successful Beautification Program can be accomplished by actually tackling a demonstrational or pilot project. The effect on the entire community will be most impressive and indicate to all "Doubting

Thomasess" that beautification can be accomplished through united effort. A properly working, well oiled Committee, fulfilling its role in the public interest will not only set the example, but indicate to all, that "Beauty Is As Beauty Does."

And finally, a Chinese philosopher once said that a journey of a thousand miles begins with the first step. I would submit that the establishment of this Committee would be a marvelous first step on your voyage.

Thank you.

MR. CRAWFORD

Thank you very much, Bob. You've certainly given us a lot of wonderful ideas of how to organize and structure a committee. And now we're going to ask the Executive Director of 100,000 Pennsylvanians, M. George Mooradian, if he would direct our thoughts and his remarks in ways in which channel, and various channels that we should work through and the necessity of unity of purpose and direction. Mr. Mooradian.

M. GEORGE MOORADIAN

Ladies and Gentlemen. The panelist preceding me pointed out very clearly that with respect to citizen action it is vital that as many individuals as possible, as many existing civic, social, fraternal organizations as possible, as well as business and industry throughout the Commonwealth be aroused and stimulated to play a role in achieving our natural beauty goals. It has been suggested that the best way for these individuals to work effectively to bring about needed action is through some form of organization at the local community level.

Further, there is a recommendation that existing organizations which have been and are continuing to pursue vigorously and with the dedication, the attainment of specific natural beauty objectives, be called together by the Governor to discuss and consider the feasibility of establishing a statewide Governor's Committee on Natural Beauty, or perhaps the creation of a permanent advisory board to the Governor.

These concepts deal with citizen action, and citizens' responsibility, but with citizen's action to be truly meaningful, there must be a recognition by State Government, that it, too, has a responsibility. The responsibility charged directly to State Government is to offer an appropriate focal point within the complex State Government structure, to act as a catalytic agent for citizens' recommendations and points of view. This is not to say that at the present time the various Departments, and agencies, within State Government, directly or indirectly involved are not doing the job.

It is to say, however, that there exists at the present time with respect to things needed to be done which are dependent on State Government, some

confusion with regard to where we must go within State Government. This appears to be the results of a diffusion of efforts within State Government.

One person, a specific area, or a special unit within State Government must now be designated or established to stimulate and encourage citizen action on a disseminated and continuing basis. This person or agency would serve as a depository of useful ideas to the public, to act as a clearing house, to direct and channel the thinking and recommendations of citizens' organizations into the appropriate agencies of State Government, and, to serve to keep the citizenry informed of the status and the action being taken by government on proposals relating to natural beauty goals.

As an essential corollary to this proposal there accrues to the Governor of the Commonwealth, a specific responsibility, and that is to use the power and prestige of his office to stimulate and encourage citizen participation at all levels in our drive to achieve natural beauty objectives.

I would like to recommend that the Governor be asked, at the completion of this Conference to write personally to each and every community within the Commonwealth through the appropriate local government leadership, urging and encouraging community participation and local government cooperation in the drive to generate the public awareness of the economic and spiritual value of urban and rural beauty.

Ladies and gentlemen, in all of this, citizens' action and governmental cooperation, we cannot and should not assume philosophically, that those of us who are working through citizen organizations, urging government action, are in a battle with government. But it should be understood that our's must be a mutual partnership working together for the good of the Commonwealth and each and every local community. With both broad citizen participation and effective citizen action, and with commensurate governmental cooperation the progress that must be made will be made. Thank you, Mr. Chairman.

MR. CRAWFORD

Thank you very much, George. You've certainly given us some clear-cut directions and recommendations to follow in this whole field of citizen's action. Now we're going to come to the part of the program where we're going to ask your participation.

I'm sure that the gentlemen are out there. They have been in all the other sessions with the microphone, and I'm going to ask them if they will collect the persons to ask the questions because it is difficult to see up here. One of the other chairmen said that, and I didn't think it would be so difficult. I'm like the gentleman that got into a crowded elevator. It was so

crowded when he got in, they could just close the doors behind him, and he couldn't turn around. So he looked at all the people staring at him and said: "For the life of me I can't recall why I called this meeting!"

Now, as I look out here we do recall. I want to congratulate our panel in the way that you cooperated with the time limit, and I'm going to ask you in the audience to do the same, and if you will confine your remarks to a couple of minutes, two minutes, now, that will be appreciated.

Now we're ready, of course, for questions, suggestions and recommendations from the floor.

Who's the first person? By the way, I agree with you, Mr. Buzbee, we're well represented by the women up here. Some of the panels haven't had any, but we've had three and some one said you can't control them Mr. Crawford. But they've been wonderful. They really have. Just as the men. All right who has the first question?

By the way, before you start, let me again reiterate, for any one who came in late, that when the time for dismissal comes, about 3:15, and we haven't called on you and you have a suggestion, if you jot it down and hand it to me or one of the members of the panel at the end, just before the general session, then we'll have it at least if I don't get time to analyze it and include it in our recommendations, we'll have it for the record to hand in.

And Mr. Blakely, Wes Blakely here in the audience, he's helping me with this and he will be glad to take them, too. All right, let's have the first question, and give your name and where you're from.

#### JAMES SHALAND

My name is James Shaland, Chairman of the Schuylkill County Soil and Water Conservation District and also a teacher of agriculture at Blue Mountain High School. Listening to the panel, and of course, to the last two speakers, Mr. Buzbee and Mr. Mooradian, they delineated on organization. Now of course, we have quite a few organizations concerned with soil and water conservation. I'm particularly interested in the job of our Soil and Water Conservation Districts which are already organized within our State. Now of course, here we already have a political sub-division, appointed by the commissioners. We have presently five directors, and of course, we can have any number of associate directors to it.

The organization at present consists of them having all these other organizations as cooperating agencies and many of these are represented here today. This includes such organizations as the Department of Forests and Waters, or the Department of Highways, or Game Commission, Fish Commission, our Extension Service, or ASCS Service, or Soil Conservation



Service, the Agricultural Department, and of course, these boys have done a lot throughout the past years as far as beautifying our countryside is concerned with the planting of trees and the like.

I feel that perhaps an organization such as this which has already done quite a bit, it not only has a local, a state, but also has a national organization to this and is doing a lot in the past. Of course, these are the type of people who are responsible already for contour strips, and the many things that have been done in conservation throughout our State. It's been included and I think in all the counties except two at the present time in Pennsylvania, so this organization is already state-wide. Thank you.

MR. CRAWFORD

All right. Thank you very much. We appreciate those remarks. There's a lady back there.

ANITA ELLINS

I am Anita Ellins of Wilkes-Barre, Pennsylvania — and I'm representing Wilkes College, I'm also representing a fine arts festival that was founded eleven years ago, and was the first full scale art festival in Pennsylvania. It has done an enormous amount to raise the level of taste in our community, although we don't say so.

The College, Wilkes College, through its Department of Area Affairs has consistently sponsored conferences with representatives of local area planning, as well as visiting teams from out of town. Visiting groups such as America the Beautiful, for example. But the fight to keep even the beautiful elms, we inherited from our Connecticut forbears, or any kind of interesting architecture, seems a losing battle.

Now a new group, called the Valley Preservation Commission has now been formed. To quote from its literature: "Many of us confuse progress with change. Progress is not always change. Progress is making people aware of the natural beauty and the assets of an area. It may be a river, a mountain ridge, a street, a beautiful house, or irreplaceable trees. Progress is first recognizing and then preserving a thrilling heritage of history. Avoiding dullness by keeping a diversity of fine architecture, of keeping and making your community an interesting place to look at and live in. These are your towns, your valleys, your bridges, your church towers, your elm trees left by your Connecticut forerunners, your heritage of history. With your help the Valley Preservation Committee can bring you outstanding exhibits, stimulating programs, local and national information. Join now."

I understand it takes seven people to establish a thing of this sort. Seven of us have taken this action, and are now endeavoring to follow out

the wonderful plans that have been outlined today from the stage. I don't know where we'll end, but we hope that we will persevere.

MR. CRAWFORD

Are you suggesting that Mr. Buzbee change his recommendation? He said from 15 to 23 members and you think it ought to be 7 to 23.

MRS. ELLINS

No. But I was told that at a very fascinating conference I went to in York that it takes seven to start this. Our aim is 23.

MR. CRAWFORD

Now one thing — you forgot a real good commercial. You told us all about that art festival, one of the first in Pennsylvania and so on. When is it held each year?

MRS. ELLINS

I never thought I'd be asked that in Harrisburg.

MR. CRAWFORD

Well I thought I'd ask. You can see me later if you don't want to tell.

MRS. ELLINS

It is held the third weekend in May which is always the least poor weather.

MR. CRAWFORD

Well don't say that. The Chamber of Commerce would be very disappointed in that. I'm going to ask them to strike that from the record.

All right thank you very much. Thank you very much. Now let's see — a gentleman and a lady over there — and you just select them you people. Just put up your hand and they'll walk up there and stand by you, and that way we'll save time and we'll get more questions and more comments. And also don't forget we want some recommendations, in addition to the recommendations that are made by our panel.

MRS. EUGENE TIPMAN

I am Mrs. Eugene Tipman. I'm from Doylestown, Bucks County, Pennsylvania. I had the great honor to attend the White House Conference about 15 months ago and I went home delighted. It was the sort of meeting I never expected to see in my entire lifetime. I might say the same today. This has been a delightful meeting, its been beautifully planned and we thank every one of you.

Now, may I say to Mr. Zurn. Thank you for your mention of Doylestown because I want to say that the things that we have done in Doylestown are contagious and they do get around. I traveled on four continents last summer and on two of them I read about the Doylestown plan and our work with the Pennsylvania Chamber of Commerce. I thought you might like to know that.

MR. CRAWFORD

Do you want to comment on that Mel?

MRS. TIPMAN

That award of two thousand dollars. I might say that I too have carried on a continuous love affair with the Sears Roebuck Company for perhaps ten or twelve years. Really all my life.

MR. CRAWFORD

I'd say Bob she's looking for a grant from that foundation.

MRS. TIPMAN

Exactly.

MR. CRAWFORD

That's all right. Go right ahead.

MRS. TIPMAN

Yes. This is the way we get them. I happen to be the guest of the Missouri Federation of Garden Clubs and I heard their speaker, the person who is in the same capacity that I believe Mr. Buzbee is in Pennsylvania. And I was very happy to hear about the various awards and so forth, and I had hoped that I might go home and apply these to my adopted town of Doylestown. And of course, we have since done so. We are now shooting for the ten thousand dollar award of the Sears Roebuck Foundation and the Federation of Women's Clubs.

MR. CRAWFORD

That's what I thought. All right.

MRS. TIPMAN

So I want you to know that this is contagious. These are incentives that really work because we get such good public relations from the companies, as well as on the State and national level. And on the international level.

MR. CRAWFORD

Well I'm going to ask Mr. Buzbee to comment, but I'm sure he's going to tell you that you're going to have to get it on your merits. See.

MRS. TIPMAN

Yes we realize that. We're working on that.

MR. CRAWFORD

All right. The two minutes are up so let's summarize.

MRS. TIPMAN

Exactly. Now when we attended the White House Conference we were invited to submit on-the-record and off-the-record reports to the President. Then we returned home and had an opportunity to coordinate these various panels, and so forth, in our minds — and to apply what we'd learned to our own communities. May we do the same from this Conference? May we send reports to Mr. Davis or perhaps the Governor from this Conference?

MR. CRAWFORD

Well I think Secretary Goddard — Is that the way — we send it to Mr. Davis? And the Governor. You can't go any higher. It will filter down, thank you very much. Now I want Mr. Buzbee to comment on this.

MRS. TIPMAN

Thank you Mr. Buzbee and Mr. Zurn. Thank you very much.

MR. BUZBEE

Thank you very much for your interesting comments regarding the organization I represent. I think its appropriate to say that some people have said that a foundation is a large body of money surrounded by people, each one trying to get all of it. We are indeed delighted to have the honor and the opportunity and the privilege to sponsor the program that you mentioned. Thank you very much.

MR. CRAWFORD

Now where is the next one.

MARY GARRO

Mary Garro from Easton, Pennsylvania. I think it would be wonderful to recommend that each member of this very exciting and stimulating Con-



ference go home and act as a nucleus of a committee of seven, 23, two thousand, what ever it is. And lets not dissipate all the exciting feeling that we have gotten at this meeting, by going home and saying; "Wasn't it divine" and then tomorrow — "gee whiz — I forgot to order eggs." Lets keep it up and keep working in our own communities and see if we can't make all Pennsylvaina a wonder spot. Thank you.

MR. CRAWFORD

A good suggestion. A very good suggestion.

RUTH GLICKNER

Mr. Chairman — I am Ruth Glickner, Montgomery County. I'm not going to tell you about all the wonderful things that are being done in the southeast region of the State. We have all kinds of open space committees, garden clubs, and so forth. I am sure you can duplicate that in any part of the State. We do not need any more citizens committees. What we need is a State Coordinating Committee. I would like to support the recommendations that Mrs. Dolbeare has made. I think that if you will poll this Conference you will find a committee on every level on open space but these committees have to be coordinated. We would like to have direction. We would like to have information so that we can get to Harrisburg in time to support our legislator in passing the kind of legislation and programs that we need. Thank you.

MR. CRAWFORD

All right. Thank you very much. Just a minute George is going to comment on that.

MR. GEORGE MOORADIAN

Just to comment on that last point, which coincides very much with the recommendation that is being made by this panel. Two things. There are two approaches and I think they should be made very clear.

One is that we do feel and agree wholeheartedly that there must be some kind of state-wide coordinating organization. By the same token, we also feel that within the State Government structure there must be a focal point so that in fact we do have within government and outside of government the kind of agencies that can cooperate, coordinate, and communicate. So that people can know what's happening where, when and how. So that there can be a dissemination of information and communication. And incidentally, one added comment. Of course there are many organizations, as I tried to point out, that have been working diligently and effectively to do a job. And when there is a call for additional groups, when there is a call for some kind of coordinating group, it doesn't by any

stretch of the imagination take away from those committees that are in existence.

We know they are in existence, they are doing a job.

Our feeling would be that we hope they continue and grow. We do think, however, there is a need for some kind of state-wide coordinating group to serve a focal point within State Government. We also feel that at all levels where there isn't participation, we should be setting up and helping to set up a citizens' committee.

MR. CRAWFORD

All right. That was very good, George. Thank you very much. Yes. Now, I know who you are, but tell the others so they'll know who you are and where you're from.

GRAYSON BRYAND

I am Grayson Bryand of Philadelphia. Mr. Mooradian covered almost the first of my three points. We have obviously many fine troops in the field, more than most of us realize. They are excellent and experienced officers. What is needed is the general staff at this point, particularly on the citizen action side.

I would only like to supplement Mr. Mooradian's comments that a strong citizen organization completely independent, and a chief of staff and central group in the State Government are completely supplementary and complimentary — and in no way competitive. I think we all realize that. That is the strongest possible approach and that we ask that we move toward both of these things. The second point I would like to make is that I hope or assume that we are going to have quite detailed minutes on all of the sessions. The major point that I wanted to put forward in quite a preliminary way, not having thought it out, is an interesting observation from Canadian experience. Some of you may know that their Centennial of being a Dominion is 1967. Four years ago their national and dominion and provincial government announced, a national, they used the word competition, but I would more call it a recognition, that every locality, county, township, borough, and town have a Centennial project. Now in some places this meant a new city hall or a new fire house which I thought was somewhat the minimum but out of that is a germ of an idea.

Possibly some of us could think of a date coming up, over the next ten years or so, a bicentennial observation. But maybe more than that, over three or four years, there could be a statewide competition as recognition on the part of every borough, township, and city of each class, and county for what is not only beauty because that suggests prettiness or cosmetics, but a town and land quality program which could include specific projects, a foremost project, a plan, a citizen participation.

The toughest thing to work out would be the terms and conditions of such an action program. But I would like to refer it to both the state chief of staff, and we hope will be centralized within the next few months and to the state coordinating citizen group that they consider over a several year period. This is something that is broader than the excellent Chamber of Commerce program, which they call a Common Land Quality Program.

MR. CRAWFORD

Thank you very much, Grayson, for that splendid suggestion. The gentleman right there.

DICK MYER

I'm Dick Myer from the Pittsburgh District. I believe I've had my chance to bolster my wares in other conferences in this area. I'd like to make one suggestion to people interested in getting citizen action. Amplifying on Mr. Buzbee's remarks, I think the most important thing for anybody that wants to peddle their ideas either it be in the area of mines and science, which is my interest, or determining whether you want to plant petunias or poppies, is to get publicity. And I think one medium that has been neglected and can be of invaluable help to these types of groups is television.

I would suggest that a kit of some form be prepared so that novices in this business can find out that they do not have to be handsome to get on television — just to have a simple message as to what they want to do. And you will find that just by getting into the publicity medium, you'll find other people, with similar interests, flocking to your aid and giving you the support you sometimes badly need. Thank you.

MR. CRAWFORD

Thank you very much. Mr. Buzbee is going to comment on the issues you raised.

MR. BUZBEE

Yes. That's an excellent suggestion. I think that the majority of us experienced in this kind of endeavor will recognize and acknowledge that perhaps the biggest problem is in communication. Communication on a general basis and certainly, perhaps if this branch of government, but this committee that we are suggesting, could take upon itself, the responsibility of developing this kit which gives usable suggestions in approaching the various mediums and in coming up with ideas on which to build programs which will be fruitful to the communities around the state. One other point, in relation to this, communications, and that's the fact and I don't think it was brought too clear here and I want to emphasize it. It is interesting to note, I think, what Doylestown is doing in terms of its application

to Sharon. It is interesting to know what Erie is doing in terms of its relationship to other communities. If we have a way of exchanging ideas and communicating with each other, I think that we can all help each other and this again goes back to the recommendation that was made so eloquently by Mr. Mooradian and can be encompassed in this committee that's being suggested.

MR. CRAWFORD

Thank you very much, Bob. Anyone else have a question? Yes, the lady here.

HILDA FOX

I'm Hilda Fox from the Pennsylvania Roadside Council. We've been talking about the need for coordinating efforts and communication and so on, it has been my understanding that the Governor has set up a new cabinet post and a Secretary of Community Affairs. I wish someone in the know could let us know, could encourage us to think that some of these things will be channeled through that office.

MR. CRAWFORD

I'm not sure that I know the answer and I'm going to ask George if he knows the answer to the question.

MR. MOORADIAN

Well, as I understand it. Is that Mrs. Fox? As I understand it, your question is with regard to the Department, the new Department of Community Affairs and whether or not this is the department that should be the coordinating or focal point.

I can't answer that question directly because I don't know what the specific duties and responsibilities and that cabinet post is, but it seems to me that unless, in fact, it is the focal point, the one focal point or agency so that you don't get involved in so many of the other departments and agencies and so on, then I don't think it answers the question. I only mention that, it doesn't answer your specific question. I don't see Secretary Harral in the audience. I don't know if the Secretary knows the answer to the question or not. But it would seem to me that unless it does, unless it is to now be the focal point and encompasses this very vast area of natural beauty that then we will just have another department that's concerned with one aspect of it.

MR. CRAWFORD

Thank you very much. You had your hand up.



MRS. PENNELL

I'm Mrs. Ruth Pennell of Juniata County. Mr. Chairman, I was interested in the remarks made by the gentleman speaking about the Canadian Centennial. We do need a focal point, but long ago, about thirty years ago, I think, we had something called Pennsylvania Week during which we inspired local communities to vie with one another as to recognition for things they had done. I think it would be wonderful if, I don't believe in going back to anything, but if we would expand that idea so that through state agencies we could seek the competition for good deeds done. I'd like to make that recommendation, sir.

MR. CRAWFORD

Thank you very much. It's a very fine recommendation.

MRS. HOWARD

I'm Mrs. Howard.

I have a suggestion for Mr. Mooradian. The establishment by the department of the focal point or the Bureau of Community Development or whatever, of a bulletin, to be published monthly or weekly, that would be concerned with articles and summaries on legislation, Federal and State, activities in the communities in the region, useful, well written and brief, information designed for reading by the average citizen. Hopefully, such a publication would be devoted solely to upgrading the community and financing beautification projects. It would provide a ready reference. It would be current and nonpolitical. It would be readily available in the administrative offices of all the municipalities in the Commonwealth and in the libraries. Perhaps this would provide for the interested citizen and the eager civic groups some ammunition for a successful approach to local government and community business interest.

MR. CRAWFORD

I'm going to ask Mrs. Howard, if you would hand that, the recommendation that you have written out, just hand it to the gentleman, and he'll hand it to me.

I understand the Pennsylvania Planning Association bulletin meets many of those requirements now.

MRS. BOSNICK

I'm Mrs. Bosnick and this is Mrs. Greenwick with me from the Pennsylvania Farmers Association. We recommend that on committees dealing with the acquisition of land and beautification of the countryside, at least

one member or more should be a qualified person in the active business of agriculture.

We believe much could be accomplished in understanding between urban and city differences and an agriculturalist would have much to offer in his knowledge of working out problems of the countryside. Waving fields of grain and growing crops are both beautiful and educational and are very much of our American heritage. The reason I must verify this statement by the fact that this summer we hosted a bus load of foreign exchange students who had studied in California for a whole year. And I thought this would be a good idea to ask these students what they thought of America and what they found most outstanding in their bus ride across the country. Invariably the remarks were that your growing fields of crops, grains, soya beans and cotton, corn and so forth, to us were the most outstanding. Some of these crops we have never seen growing and to see them and have them identified was very, very interesting, and to us very beautiful. Thank you.

MR. CRAWFORD

Thank you very much. I think we have time for another question or so. Although I see the General Chairman here, Mr. Masland, and he's going to watch me and see I don't go over the time, I know, but I'm sure we have time for several more questions.

AGNES MCCARTNEY

I'm Agnes McCartney, Executive Director of the Carbon County Planning Commission. I'm sure we have all enjoyed this conference immensely. However, I think we might be a little selfish if we don't recommend to this Conference that the Governor ask each county to hold a similar conference on natural beauty. Thank you.

MR. CRAWFORD

Thank you very much. Very good.

BOB PIERSON

I'm Bob Pierson from Bucks County. I would like to suggest that after a certain length of time — one year, two years, or three years, that we get together again and see what we have accomplished.

MR. CRAWFORD

Bob, you're really going to put us all on the spot and I think that's what needs to be done. Now we have a gentleman here.

BASSE BECK

Mr. Chairman, my name is Basse Beck from Sunbury, Pennsylvania, Northumberland County Federation of Sportsmen.

This is only an observation, but I think that most of the people here belong to some unit that are engaged in this work other than sportsmen. But driving around Pennsylvania as an observer, away from the coal regions because we dislike the appearance of coal banks and tipples, I go to the farming communities many, many times, and I admire the beautiful farms, I admire the beautiful homes, I admire the beautiful flocks, I admire the stone fences, and the wooden fences, but all of a sudden I come to a building that I can't identify. It's not a factory. It's not a barn. It's nothing. But getting around in front of it, I find it's a grange hall. Did anybody in Pennsylvania ever see a good-looking grange hall? That is my question, and I don't know what to do about the problem and challenge it poses. But I thought if it were brought up on the floor somebody might take it up with the grange. I don't know.

MR. CRAWFORD

Well, unfortunately we don't have Mr. Scott, the Master of the Grange Association. He was on the platform. You said it was not your question, but you raised it. Who did? Anyway I'm sure the word will get around to him.

ALSON JENKINS

Mr. Chairman, Alson Jenkins, Philadelphia Conservation.

MR. CRAWFORD

And no finer Conservation man in the country than this man.

MR. JENKINS

I was interested in what this lady said about going home to her community and starting up a citizens' organization to begin the kind of work we have been talking about. I also noted the gentleman over here who recommended using the television. I think one important thing in a citizens' organization, especially a new one, is to seize on one specific project. Don't go home and try to cover the whole field, because you'll get spread out and you won't be able to do what you're trying to do, or get the public to understand your efforts. But if you pick out one specific project — a dump, or a marsh, or a highway problem or something that you can concentrate on and get the people interested in — then your organization will continue to grow, and it will have public appeal to the newspapers or television. But don't go home and deal in generalities. Pick out some sore

spot, get your message across to the public. That I think will give birth to a really effective community organization. Thank you.

#### MR. CRAWFORD

Bob Buzbee, it was his suggestion, not mine. He said maybe a pilot project in some counties to beautify the granges. But I was just thinking as Alson was speaking that we in Philadelphia are fortunate in having a man like him, like Mrs. Craig, like Mrs. Doulbeare, and many others.

And this is what you need. Leadership! And how wonderful it would be for some community, if all these dedicated people could live in that one community. You really would have something, wouldn't you? Maybe we'd have all leaders and no Indians. I don't know.

Well, Henry Harral, how much time do we have left? No time. All right, he said the time is up, so we're going to conclude by first thanking the panel for the very fine presentations that they made. And second, by thanking such a fine audience for its obvious interest and active participation. Thank you very much.

#### PANEL REPORT

GOVERNOR SCRANTON, CHAIRMAN MASLAND, and my fellow delegates.

I represent the last seed, of course, as you can see, the Panel on Citizen Action. And I notice that everyone was looking down to see how many more!

I think somebody, Congressman Saylor, ought to congratulate these people out here because I'm not worried about the American people getting soft when they stick through a session like this without getting up and moving around.

Now, Governor, the other night I was speaking to a group and they got carried away. It was in a school. In Philadelphia, if you're in a school they flicker the lights at twelve o'clock and everyone goes home. I was invited to speak on recreation and they got carried away before I got to the platform on whether they would oppose a zoning law to allow new service stations and they didn't pay any attention to me. I was there at eight o'clock, and at ten minutes of ten, the chairman looked over and he saw me looking at my watch. Then the other fellow, the program chairman, said that Commissioner Crawford would be here and they forgot me. And he said, "Oh yes, ladies and gentlemen, we can't finish this, we'll take it up at our next meeting." Then he called on me to speak, and as I walked past the chairman I said, "How much time have we got?" It was ten minutes to ten. He said, "Take all the time you want — we're all going home at ten o'clock!"



Now, I know the Governor said five o'clock and he has a response. I feel totally inadequate. One good thing, Governor Scranton, we were the final session and had no time to write a report. And we had no time to meet like Bill Wilcox. But we had a wonderful Panel and they think they're going to trust me to give a few recommendations.

We were on citizen action and everybody recognizes, of course, the importance of citizens and we're not going to get anywhere in this program unless we have citizen's action.

But we did come up with some recommendations and there were a number of others, of course, from the floor that will be incorporated and sent in.

Our group recommended, Governor, that since private groups are already established to achieve natural beauty goals that their assistance be enlisted to make the Commonwealth of Pennsylvania an even more beautiful State for its present and future citizens.

Second, we recommend that we establish a citizens' organization with a full time staff to act directly to support creation and preservation of natural beauty in Pennsylvania.

We urge the Governor to convene representatives of major groups concerned with the problem to establish such an organization.

We recommend that in order to stimulate many beautification projects in the business community, there be an expansion of the better community programs of the State Chamber of Commerce. And to include in them as many interested and competitive programs as possible.

We also recommend a singular person, area or a special unit within the State government which must now be designated or established to stimulate and encourage citizens' action on a continuing basis. This person or unit would act as a clearing house and direct and counsel the thinking and recommendations of citizens' organizations to the appropriate agencies of State government. This person or unit would also serve to keep the citizenry informed of the status and action being taken by the government on proposals relating to natural beauty goals.

And last, we recommend the Governor, at the completion of this Conference, write personally to each and every community within the Commonwealth, through the appropriate local government leadership, urging and encouraging community participation by local government in a cooperative drive to generate public awareness of the economic and spiritual values of urban and rural beauty.

Now, with all the recommendations, what does one say to such a vigorous and dynamic Governor?

Well, I'm reminded of a gentleman that went to visit his friend. He was going to be electrocuted the next day and they had been boyhood pals. They talked about it, and how they had gone separate paths, etc. Pretty soon the warden came along and rattled his keys and said it was time to go. So he thought, "What'll I say?" He thought, "So long," but that's too trite. "See you later" seemed unappropriate. "Good luck" was totally out, so he said to him what we're saying to the Governor, "More power to you."

*Chairman Masland:* Governor Scranton, would you like to respond to that or would you prefer not to?

## THE GOVERNOR'S RESPONSE

FIRST OF ALL, I would like to say that we are — all of us — greatly indebted to Frank Masland, and Henry Harral, and to Maurice Goddard, and to John Davis for all the work in this, and I personally am tremendously grateful to them and to all the panelists and their chairmen, trusted or untrusted, and to all the people that participated in this event. I think it is, from what I've heard, and you know I was not here but a little bit of the time, a very successful endeavor indeed. Now the question is: What are we going to do with all this? I did count them. There are 112 recommendations.

The other day I was in Pittsburgh and met with the editors of the Pittsburgh Press and one of them turned to me and said, "Bill, you know everybody in the State is saying you're the greatest Governor we ever had in history, since you said you wouldn't run again." Now, may I say to you that if I get one fifteenth of this done between now and the 17th of January, I will apply for the job that he indicated. Seriously, though, I think you have done an extremely good job and most of the things — not all of them I candidly state to you — but most of the things that have been recommended I think are feasible and can be done. And some of them right promptly. As I gather it, and I tried to jell this as you were doing it, and I haven't jelled it awfully well, but as I see it, you made a series of very constructive, realistic, and detailed recommendations, plus four specific ones that you classed as major.

One of them is the early passage and the implementation of our proposed \$500 million Land and Water Conservation and Reclamation Fund, which you know has already been approved by this Legislature, must be approved by next year's Legislature, and must appear before the public and we certainly hope to get their approval. Several of the Panels talked about continued comprehensive planning for land use at all levels of government, every level of it in Pennsylvania, and in coordination with the Federal government, which certainly would lead to a system of priorities

in land and water reclamation projects. I assume that what you have in mind on this is that it would be generally under the State Planning Board. I personally think that this might be called the "Grand Design." And, as you know, the State Planning Board has been quite active, particularly in the last two years. Francis Pitkin, I see down there, started it, and Irv Hand is carrying on, and the members are trying to do an over-all job here which should be subject to your better thinking and what can be done about it. Then several of you, including the last two groups, suggested that we have a full time citizens' committee, an advisory committee to the Governor, and to the State government in general for opportunities for, and as I understand it, the problems of both conservation and natural beauty and all of the things that are associated therewith. Incidentally, I noticed that, of the twelve Panel chairmen, four of them called it ecology and four of them called it ekology. And I don't know which it is. In any event, we're going to establish by this method, I assume, some kind of an advisory committee to the Governor, and the Governor's office. And fourth, that there be some kind of a designation of a person, or an agency, or a body, within the State government to coordinate all the activity among the many departments and boards and commissions that we have in the State that are now concerned with natural beauty and with conservation, in an effort to have the most effective working partnership with all the interested citizens.

Well now, first of all, on the first two items, that is the \$500 million plan and the comprehensive grand design, as you know, these have already been long established principles of the administration, and we support them wholeheartedly and sincerely hope that they will come into being.

But with regard to the point number three, and here I go. You've been telling me what I must do, and now I'm going to tell you something: With regard to number three, which is the item of having an Advisory Citizens Committee, for the rest of my term, which is four months — and therefore, we better appoint it right away — I hereby appoint Frank Masland and this committee that did this particular Conference, the Steering Committee, and they're all right here, Gene Coleman, Mrs. Fox, Mr. Fraley, Mr. Johnson, Representative Laudadio, Dr. Lewis, Mort Lustig, Roy McCorkel, Mrs. Reiger, John Scott, Miss Showalter, Jack Sittman, and Melvin Zurn. Now it's done. You see. And I won't take no. Is that clear? Then my successor can appoint whoever he wants to take their place. O.K., we've got that done. Now, with regard to the fourth point, which is the matter of a State agency or a body, or something, to coordinate all of this and give you an opportunity to come to just one place, which is what I gather you have in mind. Then may I say that this is not unusual; at every one of the Conferences we had this summer, and this is the fourth, this concept has come up, and we have tried to do this kind of thing by the establishment of the Council of Human Services, a couple of years ago, for that purpose, and



for the interdepartmental council which carries on with business which is helpful, and now we can do it for this too.

I would like to meet very soon, and I'll call it and I expect everybody to be there that is on this Committee, to discuss with me how best to do this.

I am always, personally, and I admit this, somewhat prejudiced on this matter. I would always like to try and arrange it so there is one individual within the Governor's office with whom I put the bee if you want to put it that way, to do this job, but it necessitates something broader and bigger than that. I'll take the advice of your natural resources coordinating committee that I just appointed!

Now one further word. With regard to the recommendation of the Panel on Protection and Reclamation of Mining Areas that our Bituminous Strip Mine Law be amended so that it would include all kinds of surface mining, including the anthracite, I think incidentally, this is one of the major goals and I'm sure most of you realize it, of the interstate mining compact, which so far only Pennsylvania and Kentucky has approved. The compact doesn't go into being without four States signing it so help us with some other states, too. When we get four of them, then we will have an interstate mining compact which will help a great deal with doing this. I think that such an amendment of the Bituminous Strip Mine Law might very well solve the problems we have with the anthracite one, incidentally, and this is an excellent suggestion. I certainly will support it and sincerely hope that it can be brought about.

Now it's up to me, I know this, to do everything I possibly can with regard to these over one hundred recommendations that you've made. And it's also up to this Steering Committee that I just appointed to help me do it while I'm here. And I think the suggestion of having another Conference is an excellent one, too.

Now let me close with just this comment. I know I'm going out of office pretty soon and I also know that a lot of people have come to the conclusion, because I made the statement about public office, that I would no longer be interested in government or anything that has to do with it, ever for the rest of my life. That isn't true. Maurice knows, for example, that I feel very strongly about this Susquehanna River Basin Commission and what it can accomplish if it's put into being, and how vital it is to Pennsylvania.

There are a great many other things that I feel likewise about. In this field of natural beauty and conservation as in some other fields, about four others that I could mention, Pennsylvania seems to be on the threshold of the greatest potential that any eastern state has in this particular aspect of government operation and coordination with citizens' activities.



I happen to believe that we have the greatest opportunity of any eastern state. You just wander around our State for a few days, and you'll see what I'm talking about. Most of the rest of the eastern states have been gobbled up by urbanization so quickly that there's not much they can do. Although we have problems in some areas, we have a tremendous field here which, if we will get behind it and do it, would be tremendous. Now let me say this to you: The thing that bothers me about it is as follows:

I take my hat off to you, people like you who have the vision and the understanding to realize way ahead of time what must be done, but I call to your attention that that is rare. For the average citizen doesn't pay much attention to a problem until it becomes a crisis. This is particularly true, as I include myself in this to a degree, to most political people. It's certainly true of the Legislature, as I understand it, and what I'm trying to say to you is that the panel that had to do with teaching and education had probably the most difficult job of all of these Panels. Because in order to get across to the average person — no person is average, but to all the people I should say, the importance of this, and to make them do something about it in time, is the most difficult of all the problems involved here.

And I say to you, each and every one of you, because you do understand this, make at least part of your efforts in the teaching and education fields so that you can tell others and promote this to the best of your ability.

Never give up pressure. Pressure in the right sense of the word. If you're right you know, the thing to do is to keep pushing for it and don't get discouraged. We're on the brink of a great era in this field. People are more cognizant of it than they ever have been in our history. They are certainly more so in this Commonwealth.

I know because I get it every day in my office, and I'm delighted. And I say to you, if you'll drive ahead as I shall try to do in the next four months and my successor, I'm sure will, then there is a tremendous opportunity in this State over and beyond any other eastern state that I know of. And I think that I know a good deal about all of them right now.

I'm not lecturing you, I am simply making a statement of what I consider to be a fact. For your participation in this, I take my hat off to all of you. And for what you'll do in the future I'm even more excited.

Thank you very much.

## ADJOURNMENT

FRANK E. MASLAND, JR., *Conference Chairman*

THANK YOU, GOVERNOR SCRANTON. First I would like to say I know that all of us were delighted to hear you say that you're not going to withdraw

from public service. I'm sure everyone will agree with me that you are vitally needed in the field of public service. It's especially encouraging to us that you're so interested in an area that is of so much interest to all of us.

You passed the ball very gracefully, sir, and I'm not saying no, I'm just saying that I wasn't one of those who made the suggestion. Usually those who offer the suggestion are made chairman, and secondly, four months from now, I know where to look for a chairman.

Well, I'm sure you recognize after listening to John Saylor and Bob Crawford and after receiving 114 recommendations, which were not more than half those made, that this Conference was one "of the people, by the people and for the people," and that these recommendations were made here and the reports were drawn up to embrace those recommendations.

I've attended a good many conferences, including the Washington Conference, and I say without any hesitation that I think this Conference has been the most successful of my experience. And it's been due, yes to planning, but planning isn't the complete answer, the secret to a successful Conference includes the quality of the panels and the quality and participation of the audience, and it's those two things that have made this Conference historical — made it a tremendous success. I'm sure it's those two things that inspired the Governor, who undoubtedly did possess a vision of the potential here in Pennsylvania, but nevertheless has inspired him to recognize the potentials that exist here among the 800 delegates from all the four corners of this State, and the tremendous wave that this conservation movement represents, not simply here in the State, but on a nationwide basis and across the world. I just came back from Ethiopia and Jordan, and East Africa and all those places, and it's beyond belief the interest that exists today in the preservation of natural beauty. Not simply from the standpoint of its value of a spiritual nature, which is recognized, but its economic potential. Those are the two factors that we must keep in mind as we go along with this movement. They must move side by side. The value from the spiritual standpoint and the economic value. Both these are tremendously important to a State, a nation, or whatever it may be.

Well, Governor, this brings the meeting to a close. I, personally, am tremendously indebted to the panelists and to those who did the planning, to the audience, and to you, sir, for visiting with us and your encouraging words. And for the Steering Committee, I accept, and don't let me hear one of them say "NO."

Each one of you go home and carry the message, and let us do the job in our own communities as well as on the State level. The meeting is adjourned.

Thank you very much.

# GOVERNOR'S CONFERENCE ON NATURAL BEAUTY

Governor -- WILLIAM W. SCRANTON

CHAIRMAN:  
FRANK E. MASLAND, JR.

COORDINATORS:  
DR. MAURICE K. GODDARD  
HENRY D. HARRAL

CONFERENCE  
DIRECTOR:  
JOHN B. DAVIS

*The Steering Committee expresses its sincere appreciation for the dedication and interest of all panel participants and delegates.*

*We are especially indebted to the following organizations for their enthusiastic support and cooperation in making the Governor's Conference on Natural Beauty an historic occasion:*

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# SUMMARY REPORT

## THE GOVERNOR'S CONFERENCE ON NATURAL BEAUTY

September 12, 13, 1966

Community Center, Hershey, Pennsylvania



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### THE CHALLENGE

"We must recapture for Pennsylvania our great heritage of natural beauty. We must erase blight — the unpleasant sights, sounds, and odors that irritate our senses — and restore esthetic values to our cities and countryside."

— Governor William W. Scranton

### IS MET

"There is a pressing need to generate a public awareness of economic and spiritual values of urban and rural beauty. It is the objective of this conference to produce specific and concrete recommendations for action programs which can be implemented through the participation and cooperation of local citizens, private agencies and, where appropriate, government administration and legislation."

— Chairman Frank E. Masland, Jr.



## **SUMMARY REPORT**

# **The Governor's Conference on Natural Beauty**

**September 12, 13, 1966**



**COMMUNITY CENTER**

**Hershey**

**Pennsylvania**



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# OPENING OF THE CONFERENCE

*Presiding* FRANK E. MASLAND, JR., *Conference Chairman*

GOOD MORNING, LADIES AND GENTLEMEN. It's my very great privilege to bid you all a hearty welcome to the Governor's Conference on Natural Beauty and express my appreciation for your presence here today. I think it can be said there never has occurred a similar gathering of so many distinguished citizens from all over the Commonwealth for the purpose of considering aesthetic and spiritual values. It's a great compliment to our Commonwealth. I don't think there could be any more beautiful place to hold a Conference on Natural Beauty than beautiful Hershey. I think perhaps the most appropriate way to initiate this session is with music that embodies many of the concepts which this Conference will be striving to recapture. Therefore, at this time I would like to present Mr. Doran Whitfield who will sing "America the Beautiful." He will be accompanied by Mr. W. Purnell Payne. Mr. Whitfield —

\* \* \* \* \*

Thank you, very much indeed. I am sure we were all transported to Carnegie Hall, which certainly you should rate. That was lovely indeed. I am quite sure also that it put us in the mood for the business ahead of us.

I would say the Governor's timing, as always, is just exactly perfect. He arrived just in time to hear that lovely song and he is next on this program. And since this is his Conference I know he wants to welcome you and wish you all the luck in the world with the job ahead.

May I present to you one who with all his manifold duties, during his years in office, has kept Pennsylvania in the forefront of the Conservation movement and who, as a very concrete indication of his deep interest called this Conference — THE HONORABLE WILLIAM W. SCRANTON, *Governor of the Commonwealth of Pennsylvania*.

Welcome — William W. Scranton, *Governor of Pennsylvania*

Frank, and all the members of the committee, of the various committees that produced this Conference and those of you who are participating in it. I, of course, am delighted to be here this morning and hope that you feel likewise.

We are deeply indebted to Frank Masland and his group for what I think will turn out to be one of the finest Conferences that have been held on this subject anywhere in the United States. And if you will just take one glimpse, which I assume most of you have, at the program, you can see the work that has gone into it and what meaningful panels are about to be held with regard to it.

Now the great problem is, what will we get out of it. And I think it's of extreme importance to Pennsylvania, to you and everybody else, that as you meet here in the interests of natural beauty which is your first purpose, that it comes at a time when almost everything in Pennsylvania seems to be moving forward and is the first time this has been true in almost a generation.

Your main task in setting up this Conference and in participating in it is to lead the way so that all Pennsylvanians, no matter where they live, or who they are, not only have jobs, but food, transportation and recreation — all of which we have been accentuating very hard — but they also have beautiful surroundings as well in which to enjoy these things.

Over the past few years, Pennsylvania has progressed in almost all of these things far faster than ever in our modern history.

Where four years ago, nearly a half-million of our people were without jobs, this year our unemployment rate not only has reached an all-time record low of 3.1 in two of the last four months but also has been well below the national average in 13 of the last 16 months.

And where, a few years ago, Pennsylvania trailed most other states in the wise use of our soils, today we are producing better quality foods for our people because we have now caught up, and incidentally, we have taken the lead in conservation farming. This is partly due to us and partly due to the help of the National Government, and *mostly* due to the farmers.

And today we're building interstate, state and farm-to-market roads at a rate far faster than we ever have before and ever in our history.

And today we not only have authorized the expenditure of nearly half of the \$70 million available for the purchase of new recreational lands under the guidance of Maurice Goddard, but we have progressed far faster in this entire field of conservation than any other state in the union, in the last three years.

*For example:*

Our new strip mine laws are not only models for the rest of the nation, and incidentally, have been followed to the letter, thank heaven, by Kentucky, and we hope by other states soon, but will soon result in the return of natural

beauty to thousands of acres of lands previously left as hideous scars across the face of this Commonwealth. And we are also trying to get the Federal Government under the Appalachian Program to take tremendous interest in this field on a national scale.

Our new clean streams law which becomes effective on January first of next year, calls for the elimination in the operating deep mines as sources of acid mine drainage into our streams.

This is the first and strongest such law anywhere in the world.

Our new research programs, and we're gaining a lot from research these days in this field into economical methods of converting acid mine drainage into pure water, have now progressed to the point where it is at long last possible to build treatment plants along our streams that are capable of handling millions of gallons daily.

This was mostly done, incidentally, under the direction of Dr. Charmbury, our Secretary of Mines. But we have gotten a tremendous help from industrial research in this field from the steel companies, Bethlehem, Jones and Laughlin, and others, have been outstanding, and likewise from independent groups of researching.

And here goes—and this is terribly important to all of you and what you're doing today and tomorrow — Our proposed new \$500 million dollar conservation bond issue, hopefully, will result in both early restoration of our abandoned strip mines and early elimination of abandoned deep mines as further sources of stream pollution. Incidentally, it passed the Legislature for the first time this year, it must pass again next year, and our hope is to put it to the people in the Primary next Spring.

I don't mean we're going to put miners out of business.

I mean we're going to effectuate methods by which we can take care of this acid mine drainage that comes from these mines.

And in addition, if approved by both the 1967 General Assembly and the people themselves, next Primary, we hope, this same bond issue also will result in stepping up our current attacks on the burning culm banks, which are terrific pollutants, the underground mine fires, and mine subsidence in both the anthracite and bituminous coal areas.

On top of that, this same bond issue also will result in creation of a State fund out of which we can further subsidize the construction of sewage treatment facilities by smaller communities not now able to afford to foot this substantial bill.

This same bond issue is probably the most important single thing that can

be done in the fields that you're interested in, and that Pennsylvania has ever undertaken.

Finally, they'll set aside some \$200 million for the development of the conservational, recreational and historical lands purchases that were made under Project 70 at both the State and local levels.

We have all the land in the world, but if you don't develop it usefully and beautifully, of what use is it.

And I am certain that all of these things will be discussed at much greater length during your deliberations. I certainly hope they will over the next two days, and I am just as certain that all of them must be considered in light of the tremendous progress that is now going on throughout Pennsylvania in industrial development, urban renewal, highway construction and other areas.

For without this economic expansion, which is extremely important to us all, there would be neither the tax revenue with which to build a better environment nor the income or the leisure time for people to enjoy it.

You will consider in the next few days how to make our cities better places in which to live, and yet still be important centers of commerce and business.

And how to make resources like our Delaware, and our Susquehanna and our Ohio River Basin useful to industry.

Yes, this is of paramount importance to us, in order to preserve and enhance their natural beauty for all of us.

You will consider how to develop and redevelop our neglected waterfronts in cities and towns to make them attractive for both industry and recreation. And how to preserve and restore our priceless State forest lands, and our game lands, and our waterways—in short, our wilderness heritage—and still provide for mass recreation in an enormously growing population in the Northeastern part of the United States.

You will consider how best to restore our ruined mine lands, so as to both return them to their natural state and to make some of them available for future use in other ways.

In other words, our task, and it is a deep and tremendously penetrating one, is to come up with a comprehensive long-range plan for the continued orderly development of Pennsylvania as both an industrial and recreational giant — which it already is but has much further to go — with conservation and the enhancement of our natural resources and the beauty with which nature has blessed this Commonwealth.

Now to be sure, that's an enormous lot of words, and certainly more difficult than the words themselves.



The task isn't an easy one at all. It involves almost every phase of living and every phase of effort that is presently going on in our modern world.

It certainly involves soil conservation which is of paramount importance to us.

It certainly involves all the present efforts which have been engendered in the last couple of years about taking care of the vestiges that have been left by the mining industry in this Commonwealth of ours.

You know the legislation that is presently before the House and Senate. And incidentally, if any of you want to go over to Harrisburg, today and tomorrow, then don't hesitate. Do all the lobbying you can, because we have a critical moment right now. Yes, we got the junkyard bill through, and yes we got the road beautification bill through. But we haven't got the money through, yet, and that's due this week or next week. So spend some time over there, too.

And likewise, it certainly involves the development of parks all across the State and you know what Maurice and others are doing about this. It certainly involves tourism which so many people are participating in and which has grown in this State, partly due to the efforts that have been made by the Committee of 100,000, by the Department of Commerce, and partly by just people working on it.

Incidentally, we had a 20% increase of this, every year for three years. That's a 60% increase. Likewise, it certainly involves something which nobody's paying any attention to, at all, at this moment. I say nobody, I mean relatively few people. And that is the upcoming Susquehanna Compact.

Please let me bring this to your attention and think about it today and tomorrow. The Susquehanna River, its tributaries and its basin, makes up 46% of Pennsylvania. It is 21,000 square miles of our State and we are about to join in, if everybody is ready and willing, into a compact with Maryland and New York and the Federal Government for its conservation and its development. There isn't a single solitary thing coming up in the future with this State over which we have control — we don't have control over war and peace — which can be of greater importance than the future of all of you and everybody else in this State than this Compact. And more important, its implication. And we need the help and effort of wise people, of visionary people on this matter as greatly as we have ever had on anything that we have undertaken. And certainly our rivers and our waterways need you.

You know it never fails to amaze me, as I am sure it does all of you, to travel around the world, and particularly to Europe, and you see what the cities in Europe have done with their rivers and then you come back to the United States and you go through our towns and cities and see what we haven't done with them, or what we've done to them. It seems to me that we put all the

worse things of our cities along the rivers, and they put all the best, and no, I'm not one of these people who think everything that other people do are better than the United States, but I think we have the greatest nation in the world. But this is one area in which we have not done a job and where we have to spend a lot of money now, because of our mistakes in the past. It's going to cost us a lot in the future, but we've got to do a real job of making use of these waterways, which were once so beautiful, and which can be again as well as make a tremendous lot of difference all over our Commonwealth, particularly in our urban areas.

Well, just that little bit of language indicates to you how difficult this task is and how it takes in almost every gamut of living. But I am confident that one result of your discussions over the next two days will be at least a broad outline of the beautiful new Pennsylvania of the future.

For, only by so doing, as big a job as this is, can we ever hope to deny the most stinging indictment that has ever been made on mankind's attacks on nature:

"Man," once warned Albert Schweitzer, "has lost the capacity to foresee and forestall; he will end by destroying the earth!"

I say to you, let's make sure that doesn't happen in Pennsylvania.

Thank you.

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## INTRODUCTIONS AND OBJECTIVES OF THE CONFERENCE

*Frank E. Masland, Jr.*

THANK YOU VERY MUCH, GOVERNOR SCRANTON for that inspiring talk and charge and challenge. I think some of us are inclined to lose sight of the base that has been laid, of all the things that have been done and are in the mill here in this State. Certainly this Conference has a good sound base on which to build.

Two things, I do hope you won't carry out the Governor's suggestion to see your legislator while the Conference is in session. Instead may I suggest that each of you write a letter to your Senator and your Representative while you are here in Hershey. I think that might be quite effective.

Another thought occurred to me, Governor. While you were speaking you referred to Albert Schweitzer and his reference to this earth. It recalled to my mind Havelock Ellis' comment in this space age. He quite appropriately said, "If human creditor hands could reach the sun and the moon and the stars, they too would have disappeared."

When I accepted this chairmanship, one of the agreements was that the Governor would be the only one who would talk at any length, and I now find myself with a lot of paper in front of me and it looks as though I was going to run on indefinitely. The paper's double spaced and I hope you will bear with me. When the Governor announced the appointment of a Steering Committee to develop plans for this Conference, he asked that those steps be taken that would enable Pennsylvania to regain the natural beauty that is her rightful heritage, and I suggest that this Conference accept that challenge. For in the over-all scheme of things there are those who will be judged by history for the way in which they guided our industrial empire, molded our labor movements, interpreted our laws and theological doctrines. And there are those who will be judged for the manner and the extent to which they met their responsibility for the preservation of the opportunity for man to commune with himself and his God in the silence of the wilderness and the tumult of the city.

I think it might be said that the Governor hopes his Conference will generate a public awareness of the need for urban and rural beauty — develop a program of action involving State and Local Government Agencies — enlist private participation, and where appropriate, through Government Administration and Legislation, provide the means for implementing the recommendations that result.

President Johnson has said that the people of our country not only want a more prosperous America, they want a more beautiful America as well. He believes they are concerned about the kind of country they are building for themselves and their children and that they are ready to support sound economic and imaginative programs to bring about a more beautiful America.

For we all know that ugliness breeds ugliness, crime, corruption, disregard for law and order, disrespect for God and man, in short delinquency in all ages. The converse of ugliness — beauty — begets beauty, in all its manifestations, in nature, in man's handiwork, and in the realm of the spiritual.

The value of beauty and the price of ugliness can be reckoned in dollars. But the ways in which the enhancement of beauty and the abatement of ugliness — in city, village and countryside — can add to the inner prosperity of the human spirit are beyond calculation.

The Hebrew-Christian religion is always just one generation away from extinction. It has to be passed on to the next generation. Certainly, if each generation does not cultivate the concept of conservation and pass it on to the next, the creeping unguided megalopolis — like sand dunes advancing before the wind — will blot out the landscape.

Stewart Udall, Secretary of the Interior, has said, "If there is any single word which could provide an ideal foundation stone upon which a more beau-

tiful America can be built, that word is 'synergism'." Briefly, synergism means that the total effect — the end result — is greater through cooperative action than through actions that are taken separately.

The concept of beauty to total environment is the catalyst that for the first time is bringing together city planners, builders and business men with conservationists, economists and architects. Jointly we view with concern the rate at which we have consumed our resources, disfigured the land and created urban areas that are neither aesthetically attractive nor functionally efficient, and jointly we have decided to do something about it.

For we have discovered that "beauty is good business." The word beauty has many connotations. Its significance is no longer limited to the salon, or the beauty parlor, no longer is it an effeminate term. It has been woven into the fabric of everyday conversation. It encompasses the world around us. Suddenly it is good business and the astute business man is becoming a staunch supporter.

Now there are just a few points I would like to emphasize about the urgency of what we are undertaking.

One threat to beauty and its kindred values is the outpouring of waste products — sewage, refuse and gases, in the millions of tons that foul our waters, and litter the countryside and pollute the air we breathe. These unwanted by-products of an industrial and metropolitan civilization are threatening our health, and our prosperity, even our lives.

The kind of environment we provide for ourselves, for our children and our grandchildren is the measure of our culture and our maturity. We react to our surroundings far more than we realize. If our homes display decay, neglect and depression, so does our thinking. If our places of employment become cells of windowless walls surrounded by great piles of waste, so does our work performance. If our ever-increasing hours of recreation are spent in rushing forth on congested highways, past junkyards, strip mines and high power swaths, through avenues of billboards to facilities rapidly deteriorating, where then is that opportunity for renewal of the spirit we seek so desperately? We become slaves to the ugliness that surrounds us. Even more, we are the slaves of the culture that spawned these problems. Ours is the choice of submitting endlessly to this deadening process or paying the price of freedom through concerted action in a costly restoration of what might have been.

If we succumb to the impulse to build without considering the impact of what we destroy and create upon the spiritual in man, we are abusing our stewardship and following the steps of those of whom we are critical. Beauty is not the child of law nor the product of force. Beauty is the fruit of knowledge. The truly educated cannot deliberately deface. Beauty is the cumulative result of the concern of every citizen from potential vandal and litterbug to



those responsible for industrial and community pollution of air and water and for landscape spoilation by sign boards, strip mines, junkyards, high power swaths or any act, that contaminates, mars or degrades.

We must be motivated and we must motivate. It is our task here today to provide a blueprint that will serve public, private and individual interests with suggestions for immediate and future action.

Education is essential. There must be a place for it in schools and colleges. Conservation trained men and women are now in demand in many private industries and government. It's a growing field, an interesting opportunity for youth. And the coming years will see a great need for young men and women who understand the inter-relationships and inter-dependence of soil, water, minerals, plants, wildlife and man. Through the process of education we must learn to care. We must arouse in all our people a zeal to take on new habits of stewardship, new concepts of their prerogatives, a new conscience regarding the world around them.

If enough of us care enough to do enough, we will write a new profile of our great Commonwealth in the journal of her future.

Now, in conclusion, just let me emphasize that the success of this Conference will be judged by what transpires after it is over. For it to be successful a continuing program of an effective nature must be initiated. There must be no lagging of interest on the State organizational level or any other level. I hope that area, the area of a continuing form of activity will be the subject of specific recommendations from this Conference.

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## PANEL CHAIRMEN REPORT TO GOVERNOR SCRANTON

*Presiding — FRANK E. MASLAND, JR., Conference Chairman*

So far we've run this show pretty much on time. If everyone will come in and have a seat we'll go right ahead. Thank you.

Governor Scranton, it's nice to see you again. We've gotten to know each other better in the last three days than we have in three years. Well, at any rate, Governor, our panels have concluded their deliberations, and with your kind permission, they would like to present their reports to you, and I will call first on Chairman Barr to present his report, and then I will ask that each Chairman, thereafter, introduce himself and his subject, and present his report to the Governor.

# THE STATE AND LOCAL PARTNERSHIP

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Chairman — JOSEPH W. BARR, *Secretary*, Dept. of Community Affairs

W. Thacher Longstreth  
*Executive Director*  
Philadelphia Chamber of Commerce

Richard G. Marden  
*Executive Director*  
Pennsylvania League of Cities

Daniel Rogers, *Director*  
Bureau of Community Development  
Department of Community Affairs

John W. Scott  
*Master*  
Pennsylvania State Grange

Phillips B. Street  
*Vice President*  
First Boston Corporation

Ralph R. Widner  
*Executive Director*  
Appalachia Regional Commission

## PANEL STAFF ADVISOR

Fred E. Hershey, *Director*  
Bureau of Municipal Affairs

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THE STATE-LOCAL PANEL DISCUSSIONS ranged widely over a host of varied problems, ideas and suggestions involving interrelationships among people, organizations, and government in the pursuit of natural beauty objectives — all the way from the uncontrolled proliferation of unsightly rows of residential mail boxes caused by a federal-level policy, to a call for a Pennsylvania system of historic highways integrated with state-wide open-space, recreational, historical-educational and other development programs. The question was posed as to how this complex of ideas, people, governments and organizations are to be brought together in effective unity for action directed to a common goal.

Through this maze of interrelated considerations, one was able to sense a certain concurrence on general aims and purposes:

- to conserve and preserve valuable inheritances, both man-made and natural;
- to remove cancerous man-made blemishes from the rural and urban landscape through restoration and rehabilitation;
- to insist, through educational processes, and all means at hand, on injecting beauty, excellence in design, awareness of aesthetic values, into all plans and programs of public and private construction and development;
- to design the rural and urban scene with an eye to retaining or infusing into it a human scale.

Beauty is to be sought not for beauty's sake alone but for intimate participation and full enjoyment by people. To realize these aims and purposes calls for organized effort involving the powers and resources of government spurred to action and strongly and consistently supported by vigorous citizens' action groups operating at local and state levels.

## MAJOR THEMES

Several major themes seemed to run through the entire discussion, both within the panel and from the floor:

A. *A vastly expanded role for State government in shaping a grand design for beauty*, a co-ordinated framework into which the multitude of ideas, techniques, people, and local decision-making can be pulled together into a unified whole. The State was visualized as a sort of focal point for drawing on the total resources of government and of the private sector and for channeling tools and resources to communities to increase local capacities for responding to the natural beauty challenge. Sound and adequate comprehensive community, regional and state level planning is viewed as the essential ground work for natural beauty programs. Good comprehensive planning provides the basis for order and the efficient utilization of resources on which all concepts of natural beauty must rest.

B. *Lack of adequate capacity on the part of local governments for meeting an overwhelming flood of new burdens and responsibilities, with the resulting tendency to assign natural beauty and related considerations to a low priority listing*. There is a call for intensified State level cognizance of and attention to this situation, as a means of releasing and marshalling pent-up local energies and initiatives to the task of creating beauty.

C. *The important role of the private sector and the profit motive as an essential force in moving ideas into action* and the need to find and maintain a nice balance between the profit incentives of the private sector and the guiding, disciplining actions of responsible government. In utilizing the energies and initiatives of the private sector, there is a need to sharpen, through education, the sensitivities of individual citizens to natural beauty values.

D. *The role of local community leaders in helping in the State-local relationship*. Local initiatives, local decision-making, local management and control should predominate. The cake and frosting analogy was used to illustrate this: the cake being the local mix of volunteer civic and governmental action — the substance — and the frosting being the enrichment and strengthening of the base by an overlay of State and Federal involvement — an involvement which also gives an element of form, shape and unity to the whole. The well-known marble cake analogy also was seen to apply with interlacing lines of relationship running through the local-State and Federal layers.

## SPECIFIC RECOMMENDATIONS WITHIN THE LARGER FRAMEWORK

Against the background of these major themes, the following specific recommendations are made, all calling for co-ordinated interaction among all segments of the private and governmental sectors:

1. Underground electrical service requirements for new commercial and residential developments.
2. Incentives to business and industry to encourage excellence in design, beauty consciousness, ample space provisions —
  - (a) Tax exonerations or exemptions for expenditures for air or water pollution control, noise abatement, and for beautification of land sites not directly a part of production processes.
  - (b) Study of present local government tax policies which inhibit incentives to rehabilitation of commercial and residential structures.
3. Enactment of legislation to permit less-than-fee acquisitions of land for public purposes such as conservation easements.
4. Promote public recognition of those businesses and industries making concrete attempts at beautification by State-sponsored awards for excellence in the field of beauty.
5. Consider the problem of population density possibly to deliberately encourage clustering and high density development to allow additional open space instead of permitting suburban sprawl.
6. Since government itself is a major developer, remove and change, if necessary, archaic regulations in the landscaping of State government buildings.
7. Require State and local agencies and public utilities to remove vegetation which has been destroyed by weed-control programs.
8. Vigorously enforce the State anti-litter law and, if necessary, to conduct special drives in rural areas.
9. Through legislation, control land use development at the State's major interchanges and promote development of adequate and attractive commercial facilities near those interchanges for tourist development.
10. Review and improve the enabling legislation for county and municipal planning which is fundamental to the whole business of preserving natural beauty and making possible orderly development. A first step in this direction would be enactment of the proposed State planning code.
11. Capitalize on the State's enormous historical resources by developing transportation systems to connect these areas. Specifically, Pennsylvania has



within its borders three historic areas which played important parts in the development of the North American Continent, the Revolutionary War, and in the Civil War — Fort Necessity, Valley Forge and Gettysburg.

12. Review State policy concerning public lands and their utilization. Specifically, some thought might be given to setting aside certain areas for particular users or conversely opening for general use areas set aside for only hunting and fishing.

13. Charging the Department of Community Affairs with the responsibility to act as a clearing house for information and circulation of worthwhile demonstration activities and to provide technical assistance for beautification.

14. Emphasis, under aegis of the Department of Public Instruction, on education of the young through the school systems in an understanding of and sensitivity for natural beauty. Reach the young at their most impressionable ages.

15. Community planning as we usually think of it in Pennsylvania has been usually brought into being under conditions of municipal crisis — such as economic distress or a critical deficiency in municipal service or the need to qualify for a particular federally aided project. Expediency has dictated planning practice in too many cases. Planning should be conducted as a means of providing the broad guidelines, the blueprint, for over-all community development action, including, and with prime emphasis on, beauty. This need is underscored by the crisis we now face, not of the traditional variety, but of a new kind, a crisis of blight, of ugliness, of scarred earth, of polluted water, of abandoned cars and earsplitting sounds.

## RECOMMENDATIONS FOR ACTION

The Panel articulated two things rather clearly and emphatically:

1. *The springboard from which natural beauty action takes off is sound, in-depth, comprehensive community planning.* Continuation, intensification and improvement in quality, where necessary, of planning at the local, regional and State levels is called for.

The State Planning Board serves as the State agency in the co-ordination of open space and recreation area planning and development. In this role, and with the assistance of many State agencies and regional organizations it produced the interim State-wide open space and recreation area plan. This is now being up-dated. It includes the consideration of natural beauty and its preservation in the Commonwealth. *What is needed, however, is the further preparation, now underway, of a comprehensive State development plan as a further framework for recreation, conservation, and natural beauty plan-*

ning, as well as for implementation, so that we do not find ourselves dealing with an array of unrelated, individual out-of-context plans, programs and projects.

2. *The Governor should appoint a State-level citizens council on natural beauty.* Such a council would hopefully spawn counterparts at the local and county governmental levels. These councils would constitute the contact point, the interaction mechanisms, between citizens' action and government.

It was strongly urged that within the governmental structure itself, existing governmental agencies be utilized as the instruments for action rather than overlaying present structure with new and additional agencies, commissions or committees. The feeling was that the simpler the organizational structure, and the more directly responsible to the Governor, the stronger the entire effort will be. Additional overlays of agencies also might tend to dilute incentives for existing agencies to perform well for natural beauty.

Implicit in the activation of this principle is the recommendation that the Governor designate an appropriate high-level agency or department as the focal point at the State level, close to his office, for the encouragement and co-ordination of joint governmental and private actions. It is at this point in State government where the influences brought to bear by the citizens' committee would be meshed with comprehensive planning and over-all activities of State government in a grand design for natural beauty.

## A CONCLUSION

In the very act of calling this Conference, Governor Scranton has indicated his deep personal concern for intensifying State efforts in the quest for natural beauty and for inducing high standards of performance in the natural beauty aspect of departmental and agency activities. He has established a climate which will foster and nurture the growth and power of this vast public enterprise in beauty. It is to be ardently hoped that his successors will continue his strong lead over many administrations and that the natural beauty concept will become ingrained in the very fabric of our Commonwealth society.

# THE PENNSYLVANIA CITY

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Chairman — EDMUND N. BACON, *Executive Director*  
City of Philadelphia Planning Commission

Mrs. James Bush-Brown  
Ambler College of  
Horticulture for Women

Vincent G. Kling  
Vincent G. Kling & Associates

David W. Craig, *Director*  
Public Safety Department  
City of Pittsburgh

Francis A. Pitkin

Theodore L. Hazlett, Jr., *President*  
A. W. Mellon Education and  
Charitable Trusts

Dr. Wayne H. Wilson, *Head*  
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The Pennsylvania State University

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THE PRIMARY PROBLEM, as seen by the Panel on the Pennsylvania City, is the fact that the processes of governmental decision as they have been traditionally practiced, do not take into account the factors of natural and urban beauty to anything like the degree that they should. Therefore, in the opinion of the Panel, there is need to adjust the processes of the government of the Commonwealth so that human and aesthetic values are given the weight of consideration which they deserve.

On the national level, President Johnson has recognized this problem. By Executive Order he has established the Council on Recreation and Natural Beauty consisting of six Cabinet members and a few other officials. The Governor of Pennsylvania has a comparable but potentially superior instrument available to him in the State Planning Board. He may wish to suggest that the Board review the recommendations of this Conference, and incorporate as many of them as possible, including, for example, the proposal for a historical parkway linking together Pennsylvania's principal historic places, into comprehensive development plans for the State.

However, President Johnson recognized that the coordination of existing governmental agencies did not go far enough, and so he established a Citizen's Advisory Committee on Recreation and Natural Beauty and appointed its twelve (12) members, the Committee reporting directly to the White House.

In his charge to the Committee, the President said that he looked to it to serve as a transmission agent of the highest aspirations of citizens' groups throughout the nation, and to develop new proposals, and to formulate and send to him concepts far beyond those currently operative in government agencies.

In Pennsylvania there also is need to parallel the work of existing Departments and Commissions with a special agency to act as the spearhead of concern for the values expressed in this Conference. For this purpose the panel suggests that the Governor designate the newly formed Arts Council of the Commonwealth as the State guardian of natural and urban beauty and environmental design, provide it with the full time professional staff necessary for the discharge of this function, and direct it to advise him on those measures which should be taken to bring into effect the full recognition of human and aesthetic values in all State operations. Such an agency would serve as a liaison with the municipalities throughout the Commonwealth, it would provide a focus for all those concerned with problems of beauty, and it would be the link for working with the Citizen's Advisory Committee and the Council on the National level, always reporting directly to the Governor's Office.

Such an agency would not, for example, concern itself with a particular route location of a particular expressway. To do so would only confuse the already confused relationships in this area.

It would, however, appropriately concern itself with such a basic policy question as the role that landscape architecture plays in the route location and design of expressways. It is rather shocking that, at the present time, these decisions which affect the lives of so many Pennsylvanians and which leave their mark or scar on the Pennsylvania Countryside for all time to come, are made almost always without the benefit of the professional advice of the landscape architect. What is involved here is not primarily money but rather brains, the kind of brains that can show how you can get the route through without making great gashes in the hillside, without curbing the meandering stream into a concrete sewer, without destroying the processes of nature. It is heartening that the State Highway Department has recognized this need, but it should extend its concern beyond the reorganization of its own staff into its contractual relationship with its consulting engineers, requiring that landscape architects be employed on every stage of expressway design from first route location to final grading.

Under this proposal another concern repeatedly expressed at the Conference would logically be centered in the Arts Council, that of the policy of the General State Authority that no capital funds be spent for landscaping other than those required to prevent erosion, thus precluding any possibility of natural beauty at State Institutions.

Another example of administrative relationships revolves around the concern of the Panel that tax policy be revised to encourage, not penalize, owners



who wish to add to the beauty of the environment by leaving open spaces in their development or by other means. The basic outlines and objectives of a study of this subject could be formulated by the Arts Council, but here the responsibility for carrying it forward in close working relationship with the municipalities could be lodged in the Department of Community Affairs.

Fundamental to the problem of urban beauty is the fact that a very large proportion of the land of cities is in public ownership, streets, parks, schools, and parking lots, and that these spaces are the recipients of structures, equipment and paraphernalia of all types and descriptions put there by all manner of public agencies on a totally uncoordinated basis. The result is a clutter of poles, signs, boxes, hydrants, signals and wire fences which has achieved a state of such confusion that it is the municipalities themselves which must take the blame for being one of the worst offenders against urban beauty. All of this is entirely within the public control, and the public power to correct.

Our Panel recommends that the Governor suggest to each municipality in Pennsylvania that it undertake a study of this problem and prepare a plan for achieving a high level of urban beauty. The Panel suggests that State appropriations be made available to the municipalities to carry out such studies, coordinated with possible use of national funds under the urban beautification section of the National Housing Act.

The Panel further suggests that the Governor prepare legislation authorizing each municipality to establish an agency or officer of urban beautification, either on a full time professional or on a consultant basis, and further authorizing the municipalities to adopt measures establishing mandatory referral of all structure or objects proposed to be placed in the public spaces of the municipality by any government agency so that the officer of urban beauty may report to the responsible governmental unit whether such installation will enhance or damage the appearance of the communities.

Only through the highest degree of coordination between the local, State, and National levels can a reasonable degree of urban amenity be achieved. This proposal provides definite entities within the governmental structures at each level, thus giving the possibility of effective working relationships.

Only by this kind of recognition of the need for stressing human and aesthetic values in governmental decisions at all levels can we carry the high aspirations of this Conference out of the realm of pleasant generalities, and lock them into the processes of decision in the real world.

# THE COMPLETE HIGHWAY

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Chairman — WILLIAM B. FROEHLICH, *Executive Director*  
Southwestern Pennsylvania Regional Planning Commission

Mrs. Ernest N. Calhoun  
*President*  
Pennsylvania Roadside Council

Michael Rapuano  
Highway Designer  
*Mr. Rapuano's paper was  
presented by Mr. Gilmore Clark*

Henry D. Harral  
*Secretary*  
Department of Highways

Ezra S. Krendel  
*Technical Director*  
The Franklin Institute

Robert Hirschman  
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Russell J. Seibert  
*Director*  
Longwood Gardens

## PANEL STAFF ADVISOR

Lawrence L. Lehmann  
*Landscape Engineer*  
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Chairman Masland, Governor Scranton, Ladies and Gentlemen.

STRANGELY ENOUGH, our Panel Members and those attending the panel discussion on "The Complete Highway," concluded, without equivocation, that in order for a highway to be complete, it must have beauty! We recognized that the concept of the complete highway is not new. Twenty-three years ago the complete highway was defined as fulfilling four basic requirements: utility, safety, economy and beauty. However, although the complete highway has been defined for many years, it is only now gaining enough recognition that complete highways are beginning to be designed and constructed.

The formula for conceiving and designing the complete highway was recognized in our session as having five parts:

1. It must be conceived within the framework of total community needs so that it complements rather than neglects community needs.
2. It must be designed in relation to general land uses, both existing and proposed.
3. Highway land acquisition must fulfill purposes other than merely to contain the highway right of way so that, for example, development around a

new interchange might be controlled and parking turnouts might be provided for the enjoyment of scenic views.

4. The highway must be structured into its environment — it must fit the landscape.

5. The highway should be designed intuitively by skilled professionals with design standards used as guides rather than unbreakable shackles.

It was agreed that not only should we screen out the unsightly but we should open natural beauty vistas through selective cutting of vegetation. Natural beauty spots such as trees, streams, and rock ledges should be recognized in the design and conserved. To aid the designer, research concerning the effect of highway beautification on nearby property values is required, as well as research on new plants for specific highway use in bringing about the complete highway. The Highway Department and its Highway Designers should bring to bear a concentration of architectural, landscaping and engineering skills at the earliest step in highway design.

In constructing the complete highway the construction contractor can be a positive factor by properly correlating grading and drainage and protecting and preserving existing features of aesthetic value. The contractor and Highway Department Field Engineers should work closely, even to the point of making field adjustments in the contract plans, to incorporate aesthetics into the construction. The Highway Department itself must provide necessary field skills to assure translation of design aesthetics to construction aesthetics.

After the complete highway is designed and constructed, it must be maintained completely. The roadside, median strip and their plantings should be cared for properly. Although it is often tempting to cut these maintenance costs, the Highway Department must assure adequate and imaginative care of the roadside. The final planting design, properly maintained, will enhance safety through reducing drivers' fatigue.

As an alternative to billboards and a proliferation of official highway signs, it is recommended that brochures giving regional information on the location of restaurants, motels, service stations and tourist attractions be distributed at roadside rests, service stations and restaurants near interchanges and turnpike toll facilities.

In the field of legislation, not only the Highway Department but all Pennsylvanians devoted to the complete highway concept must press for state legislation for changes in laws improving the acquisition of highway rights of way and for state and local legislation to assure proper roadside controls.

In this brief time it is just not possible to give voice to all recommendations that were advanced to achieve the complete highway. Therefore, all recommendations will be prepared and submitted in a separate report.

In conclusion, I would like to emphasize the remarks of two of our panelists. Secretary Harral struck a harmonious note in stating that the Department of Highways must nurture a continuing philosophy that recognizes change. Certainly to have the complete highway we must always be willing to keep fluid and adapt to change. Mr. Clarke, speaking for Mr. Rapuano, concluded his remarks with this paragraph, and I believe it is a conclusion upon which it would be difficult to improve. He said this, "There is great dignity in beauty; there is a greater dignity in man, but man's dignity can only survive in an environment of beauty. For the sake of our human dignity, we cannot permit the highway to continue to despoil our environment. Every highway can be the *complete* highway — complete with beauty — if we so order."



# PENNSYLVANIA'S WATER RESOURCES

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Chairman — WILLIAM VOIGT, *Executive Director*  
Interstate Advisory Committee, Susquehanna River Basin

Frank W. Dressler  
*Executive Director*  
Tock's Island Regional Advisory Council

Vernon D. Northrop  
*U. S. Commissioner*  
Delaware River Basin Commission

Mrs. Melvin Isenberg, *Chairman*  
Water Resources  
League of Women Voters

Charles F. Hess, *Director*  
State Soil and Water  
Conservation Commission

Samuel B. Magie  
*Assistant Vice President*  
Gallitin National Bank

Dr. Charles L. Wilbar, Jr.  
*Secretary*  
Department of Health

## PANEL STAFF ADVISOR

Robert J. Bielo, *Executive Director*  
Fish Commission

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Governor Scranton, Chairman Masland, Ladies and Gentlemen:

GOVERNOR, IN OUR FIRST LETTER to panel participants you said you wanted this Conference to produce specific and concrete recommendations for action programs that can be implemented by citizen action or by government.

The recommendations of the Pennsylvania's Water Resources Panel are capable of implementation. While more legislation is needed in some cases, new laws are less important than simple old fashioned determination to get a job done.

Our subject is broad. We made a conscious effort to avoid a provincial attitude. One of our hardest tasks was to provide meaningful guide lines that would apply to such specialized areas as the waterfronts in our major ports, Philadelphia, Pittsburgh, Erie. We decided our best course was to borrow from others who have traveled this path before us. We adopted for our own and we append for the record of this Conference a modified version of the report of the panel on water and waterfronts of the 1965 White House Conference. Further, we commend to all who are interested the fine report on waterfront renewal by the Wisconsin Department of Resource Development in Madison. It's worth getting.

It has been written by a British Columbia author, Roderick Haig-Brown,

in his book MEASURE OF THE YEAR that “no clean river can be other than beautiful and it has a changing beauty.” Conversely we say that no dirty river can be other than ugly and it has a changing ugliness bound to the nature and degree of its dirtiness. People elsewhere use Pennsylvania as an example as they seek stronger law or law enforcement to control water pollution. We who live here and recognize conditions for what they are in many parts of the Commonwealth, knew that much of our discussion had to center upon pollution. Under present laws properly administered active coal and other mines should pose no insurmountable problems but lower and different actions seem required to correct continuing flows from worked out or abandoned mines. Pollution from municipal and industrial sources are still with us, along with that of homes and farms that have no sewers. You can’t push on something that is going faster than you are. To catch up with pollution so we can push for its control we must move much faster than now. We must step up both standards and action.

*Today, we recommend:*

First, for sewered communities, that the minimum acceptable standard of treated waste waters be secondary treatment providing at all times at least 85 percent removal of organics; and that plant operators be examined and licensed by the State. Further that weasel words and escape clauses that encourage municipal foot-dragging be banished from the law. My bet is that in 1967 the Federal Water Pollution Control Administration will not settle for less than secondary treatment or its equivalent anywhere it has jurisdiction and that soon its jurisdiction will not be limited to the main stems of interstate streams. Today, 29 years more than a human generation after the passage of the Clean Streams Act of 1937, we are stuck with primary treatment or its equivalent in far too many places.

Dr. Wilbar told us in answer to a question at our meeting yesterday afternoon that today, 40 years after enactment of the first clean streams law and the establishment of the Sanitary Water Board in Pennsylvania, to paraphrase his words, not to use his precise language, today we are running like crazy just to stay where we are.

Our next recommendation with respect to water pollution control and abatement is that the Sanitary Water Board be empowered to compel communities to install sewers as well as treatment works.

Third, that secondary treatment, or its equivalent in the removal of pollutants as defined by law, be established as the minimum standard for waste waters from all industries, including mining, with higher standards where special conditions or kinds of waste are encountered. What we said about weasel words and escape clauses applies here also.

Fourth, that we eradicate, manage or control pollution from inactive or

abandoned mines, using known techniques and developing techniques for correction, with the financing to come from local, state, federal, industrial and institutional sources. Our comment about determination to get a job done is especially applicable here. Where waste waters from active and abandoned mines mingle, legal determination may be needed so as to assign equitable responsibilities, and it is recommended that in such cases this be obtained. Where private lands must be entered by public agencies to correct wrongs of long ago the right to do so must be the law of the land. And the landowner, who with his heirs and assigns will benefit by the corrective action, should contribute in one way or another in return for value added to his property.

We turn to what we term the pollution of our water-related environment and in that regard we recommend that the principle of buffer area zoning or control be applied around the perimeters of, and along access roads to, public water impoundments and publicly regulated private impoundments to reduce existing and prevent future development of slumlike conditions; that the same principle be adopted by units of government having jurisdiction for the purpose of protecting natural lakeside and streamside beauty; that all law enforcement agencies and their personnel be enlisted in a persistent effort to eradicate large and small garbage and rubbish dumps in the flood plains of streams, and along the shores of lakes, reservoirs and ponds; that a massive continuing effort be stimulated on the parts of all willing organizations and all resource oriented agencies at all levels of government to wipe out littering of all kinds in, on or beside the streams and still waters of Pennsylvania.

Now to the engineering aspects of our subject and their effect on natural beauty. In water projects developed by government or by private enterprise under government supervision or permit, we recommend that the following standards or guidelines shall prevail:

First, structural facilities shall blend into or be consistent with the natural setting, so far as feasible.

Second, borrow pits and other surfaces disturbed in construction shall be graded or backfilled as nearly to contour as practical, and planted with vegetation, grasses, legumes, shrubs and trees one or all — as quickly as the condition or the conditioning of the soil permits. Where feasible, top soil from disturbed areas should be segregated for use at planting time.

Third, the skills of technologists in biological fields shall be used in project planning and construction to minimize adverse ecological impacts.

Fourth, special skills shall be employed as needed to promote artistic as well as structural excellence. Structures can bring aesthetic response and also be engineeringly sound. (Parenthetically, we suggest that if sufficient imaginative approach is used even a sewage treatment plant can be pleasing to

the eye and the nose). We believe in a river basin approach to the planning of water development and to the execution of the plans. We recommend that the preservation and enhancement of natural beauty be an integral part of the planning. We recommend inter-agency coordination as a positive requirement to this end in both the planning and the implementation of water resources programs.

Official attention must be paid to the effect of man's activities where water resources become the unfortunate innocent bystander, and we also bow to Mr. Bacon. He mentioned what happened when the earth moving and concrete pouring machines do not pay enough attention to what is destroyed even while they are constructing something that is supposed to be beneficial to mankind.

Now, again, must a landowner, farm or non-farm, allow junk to accumulate, or to be piled upon the banks of an otherwise beautiful stream? Under certain circumstances just one such area can constitute a rural slum.

Finally, we recommend that some Pennsylvania rivers, or segments of rivers, be left in natural scenic condition, to flow unimpeded by dams or other manmade barriers.

In all that we recommend we reflect the panel's convictions that retaining, preserving, protecting and enhancing the beauty of water-related areas is practical and connotes progress in the best definition of the term. Natural beauty attracts people. It sustains and elevates the economy. And in a very real sense, it sustains and elevates the human spirit.

## APPENDIX TO WATER RESOURCES REPORT

### WATER AND WATERFRONTS PANEL REPORT

*White House Conference on Natural Beauty, 1965*

*Grady Clay, Chairman*

*As condensed and modified by the Panel on Water Resources*

*Governor's Conference on Natural Beauty*

*Hershey, Pennsylvania*

*September 13, 1966*

IT WAS THE CONVICTION of the Panel on Water and Waterfronts that:

1. We must reverse the historic tendency to use watercourses primarily for transportation and the carrying of wastes, and plan for their protection and development to enhance human life and the quality of man's environment.
2. We must protect and improve entire river basins and not merely a few isolated sites.



3. "Stream renewal" from end to end, treating water and contributory lands in all their interdependent aspects, should be adopted as a policy comparable in breadth of concept to urban renewal.

4. The price of water-related lands is rising; now is the time to buy, lease, and protect them on a crash basis.

5. The historic American overemphasis on economic costs and benefits in building water control structures should be revised as needed to be compatible with our insistence on beauty as one of the essential elements in water-related planning.

The panel believes that these objectives can be accomplished.

We recommend that outstanding water areas and watercourses in Pennsylvania be designated scenic and recreational landmarks, and that all decisions affecting their development be reviewed by a gubernatorially appointed board of citizens concerned with the quality of the total environment involved. All plans for water resources development subject to state review or approval should be reviewed by this board.

Public and private protection should be extended to natural shorelines by acquisition, zoning, easements, options, and other measures, now. Private owners of property should be encouraged in every way to collaborate with public agencies, to encourage and stimulate individual cooperation and leadership.

Waterfronts need special treatment. They should be preserved, restored, and protected, especially but not exclusively historic waterfronts such as those in Philadelphia, Pittsburgh, and Erie. We commend progress made, and urge a coordinated approach that combines blight eradication with a general upgrading that takes into consideration the stimulation of human interest values as well as the restoration and protection of natural beauty. Collaboration by Philadelphia with New Jersey authorities is recommended wherever feasible. Rivers have two sides; it avails little to attend one and let the other deteriorate. Waterfronts of large and small communities need attention and should get it.

New techniques for extending the use of waterfront lands to metropolitan residents and visitors should be developed. The arts of the architect and landscape architect should be blended with the engineer's skills to open more waterfront to the populace.

Urban renewal powers should be used in a comprehensive way to improve waterfronts and set them free from transportation barriers, blight, and dumps in order to realize their environmental values.

Funds appropriated to or administered by state agencies should not be expended for water control projects, including impoundments for water-based recreation, unless the governmental units involved provide adequate flood plain or buffer and access area zoning.

# Governor's Conference





# Conference on Natural Beauty



# THE PENNSYLVANIA SUBURBS

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Chairman — MORTON LUSTIG, *President*, Penna. Planning Association  
Fels Institute, University of Pennsylvania

Edward Foster, *Associate Director*  
Institute of Local Government  
University of Pittsburgh

Bernard E. Norwitch, *Director*  
Public Relations & Advertising  
Reston, Virginia

Milton S. Osborne  
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William K. Davis  
*Director of Planning*  
Roy F. Weston, Inc.

Clifton E. Rodgers  
*Planner*

Carl W. Wild  
*Consultant*

## PANEL STAFF ADVISOR

Alan Goodwin, *Acting Chief*  
Comprehensive Planning Division  
State Planning Board

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Governor Scranton:

MILLIONS OF PENNSYLVANIANS have elected to live in the suburbs, and it is clear that a very high percentage of the Commonwealth's future population growth will occur in the suburbs. We are therefore deeply concerned with preserving and restoring beauty in developed areas and with protecting the beauty which now exists in areas of future development. We have further broken down this general objective:

1. Prevent sprawl which carelessly and wastefully devours the land. Encourage compact development with advance construction of water and sewerage facilities and with a full range of housing types.
2. As a special type of development outside of the large cities, encourage construction of complete new towns designed to provide a full range of living accommodations, community services and employment activity.
3. Preserve and strengthen the centers of the small towns that formed the first suburban nuclei, as well as those outside the metropolitan orbit, through rehabilitation programs of face-lifting and extensive planting of trees and flowers. Such action is especially important for towns with buildings of unique historical or architectural value.



4. Conserve the rugged land and waterways in developing areas with green-belts, stream valley parks and flood plain zoning.

5. Encourage better architectural and landscaping standards in suburban development:

- adapt development to the topography without mutilating the ground;
- preserve large trees and tree masses;
- create large blocks of common open space.

6. Demand better architectural and landscaping standards for commercial development in the suburbs. Next to the strip mines, strip commercial development is our worst aesthetic disaster.

7. Correct the abuse of power by which many suburban communities close off the beauties of their living environment to minority groups — the poor in general and the Negro in particular. To accomplish these objectives, we make the following recommendations:

a. Replace the out-moded 1927 style enabling legislation for municipal planning, zoning and subdivision control with new legislation which is geared to current pressures. This recommendation recurred again and again in our panel; its urgency cannot be over-emphasized.

b. Provide legislation making it feasible to undertake construction of whole new towns.

c. Provide legislation for public, non-profit corporations to guide development in fast-growing suburban areas or to assist in the development of new towns.

d. Deemphasize the real property tax as the main source of municipal revenue. The property tax is a major factor in wasteful largelot zoning in exclusion of low-cost housing, and in the irrational use of commercial and industrial zoning:

- one alternative is regional tax sharing;
- a second alternative is the use of unrestricted grants from special state taxes.

e. Speed up the process of State, regional and county planning, in relation to municipal planning, by preferential financial and administrative support. Planning for the larger area establishes a rational framework for municipal planning and zoning policy.

f. If suburban municipalities persist in wasteful and exclusionary development policy, the State should consider the recommendations of the Advisory Commission on Intergovernmental Affairs concerning:

- restriction of zoning powers to large municipalities and to counties, on

the assumption that more balanced populations will permit more balanced land use regulations;

- formulation of building codes with minimum and maximum standards to prevent the artificial escalation of housing costs by overly restrictive building standards.

g. Extend the coverage and strengthen the administration of fair housing laws so that Negro and other minorities have a free choice in selecting their living environment.

h. Preach the social and economic values of beauty, and the techniques for preserving or enhancing it, through a wide variety of existing State channels:

- Public Service Institute courses for local officials in planning, zoning, subdivision, property assessment and administration;
- publications and promotional materials on municipal planning and related powers;
- financial and administrative review of 701 planning grants, urban renewal projects, public housing, public school building plans, etc.

i. Provide adequate funds for planning highways and other facilities with deliberate concern for aesthetic impact, and provide sufficient funds both to landscape and to maintain the landscaping of such facilities. This recommendation applies with equal force to county and municipal governments.

j. Encourage and support the extension of mass transit in order to reduce the need for massive highway and expressway construction in metropolitan areas.

k. Improve the legislative definition and the enforcement of air pollution controls.

l. Finally, we ask architects, builders and developers to apply better and more consistent aesthetic standards in the design and layout of residential, commercial and industrial components of our future suburbs.

# ROADSIDE CONTROL: BILLBOARDS, JUNKYARDS, LITTER

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Chairman — DONALD C. WAGNER, *Senior Research Investigator*  
Fels Institute of Local and State Government

(John Bodine, *President, Academy of Natural Science of Philadelphia*  
*chaired the panel in Mr. Wagner's absence.*)

John M. Eisler  
Eisler Nurseries

Mrs. Cyril G. Fox, *Chairman*  
Executive Committee  
Penna. Roadside Council

Harold Montgomery  
Aitkin Kynett Co. Inc.

Allen H. Seed, Jr.  
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Keep America Beautiful, Inc.

Saul Toder  
Auto Salvage

Jack Dunlop, *Proprietor*  
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## PANEL STAFF ADVISOR

Eric J. Von Hausswolf, *Deputy Secretary*  
for Planning and Programming  
Department of Highways

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THE PANEL ON ROADSIDE CONTROL WAS CONCERNED with three serious threats to highway beauty — litter, junkyards and billboards. As all highways are built with public money and are provided for public use, the Panel is convinced that the public interest in highway amenities should prevail over any private interest which might use lands adjacent to the highway right of way to impair or destroy those amenities.

Our first concern is with litter. Here it is not private profit, but private carelessness, which destroys the beauty of our highways. Litter is a hazard to safety and health, promotes the risk of fire, and results in the expenditure of large sums of public money for clean up. To correct this, we have three recommendations: First, a continuous program of public education, especially in schools, on radio and television, to stimulate pride and responsibility for more attractive surroundings. Second, the placement of more roadside litter containers at the right places, frequently serviced, and more noticeable and accessible to the traveling public. Third, stricter enforcement of anti-litter laws and more systematic arrests for violations. All persons observing litter violations should report them promptly to the police.

From our audience came suggestions that property owners be required to clean litter from their land, even though strewn there by others, and that truck tire retreads are dangerous examples of roadside litter and should be promptly removed.

Our second area of concern is junkyards. The panel recognizes that late model cars inoperable because of collision damage are an important source of spare automobile parts, and therefore, the salvage value reduces insurance costs; and moreover, while awaiting complete dismantling, they must be stored somewhere.

Our panel believes that damaged late model cars pose a different problem from old obsolete models which are abandoned at random, as well as those stored in small junkyards which are often not operated on a full-time basis.

Regarding abandoned cars, we recommend that local governments forbid the casual storage of such cars on private property and further that the State give broader powers to municipalities for their confiscation and sale. In addition, stricter rules should be promulgated to enforce the recording of title transfers which would help trace the owners of abandoned cars to facilitate police action.

Regarding junkyards in general, we recommend the following stricter enforcement of laws now on the books, such as adherence to local zoning ordinances, enforcement of sales and income taxes, minimum wage regulations, and workmen's compensation laws. Cars stored on highway rights of way by junkyard operators should be evicted promptly. Regarding the final disposition of old wrecks, an increase in the price of scrap iron, perhaps, through a subsidy, would help to expedite disposition during extended periods of low prices. Better scrapping practices to raise the quality of scrap should be investigated. To implement this, we recommend that efforts be made to obtain Federal support for a research project to study new technologies for scrapping old cars, bearing in mind that many of them are stored far from large industrial centers.

A new Pennsylvania statute provides for the screening of junkyards adjacent to all Federal-aided highways so as to make such facilities invisible from the right of way. Fencing and plant materials used for screening should be aesthetic to the eyes of the passing motorist, and all plant materials should be indigenous to the area.

The third main concern of our panel is with billboards and outdoor advertising. Unlike advertising in the mass media, a billboard gives no collateral return to the reader, yet without the heavy investment of taxes in highways, there could be no outdoor advertising. This industry has so many different elements — large and small — that our Panel does not believe it can regulate itself. We believe State regulation is required and justified.



Our Panel has a number of recommendations. First, we recommend that in rural and scenic areas all billboards be forbidden that would be visible from all Federally-aided Interstate and Primary Highways. Second, we recommend stringent regulation of all on-premise signs in rural and scenic areas. Third, we recommend that billboards and directional signs advertising services to the motorist, such as food and lodging, be placed in attractive landscaped centers, with telephones, so that tourists may obtain the information needed. Guide books containing tourist information could also be distributed from toll booths, roadside rests, and other pull-off information areas. Fourth, we recommend that a clear definition be established for a rural or scenic area where billboards would be prohibited and a commercial or industrial area where billboards would be regulated and that the distinction between these two types of areas be made by State statute and not be established solely by local zoning, which is often ineffective. Fifth, we recommend that even in industrial and commercial areas billboards should be prohibited along all limited-access highways and in particular in industrial parks. Sixth, on the current legislative front, we strongly urge the enactment of the Billboard Control Bill, proposed by the State Highway Department, and that the State exercise its power to promulgate much stronger regulations than those now proposed by the Bureau of Public Roads. Finally, we recommend consideration of a system of licensing billboards where they are permitted, the proceeds to go into the Highway Beautification Fund.

A public highway is built with public money for public use and enjoyment. Strong measures are required to assure that no private interest impairs or destroys the amenities of these public facilities.

# PROTECTION AND RECLAMATION OF MINING AREAS

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Chairman — DR. RALPH W. MARQUIS, *Special Asst. to Deputy Chief*  
Forest Service U. S. Department of Agriculture

David Benjamin  
*President*  
Benjamin Coal Company

Tom Bigler  
WBRE-TV  
Wilkes-Barre

Dr. H. B. Charmbury, *Secretary*  
Department of Mines and  
Mineral Industries

Lewis V. Morgan, *Chairman*  
Citizens Joint Resolution Committee

C. Howard Hardesty  
*Vice President & General Counsel*  
Consolidation Coal Company

Dr. Wilbur W. Ward, *Professor of Forestry*  
The Pennsylvania State University  
*Dr. Ward's paper was*  
*presented by Prof. R. A. Bartoo*

## PANEL STAFF ADVISOR

James M. Cunningham, *Director*  
Bituminous Conservation and Reclamation  
Department of Mines & Mineral Industries

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CHAIRMAN MASLAND, GOVERNOR SCRANTON, my name is Ralph Marquis, and as chairman of the Panel on Protection and Reclamation of Mining Areas I am going to introduce a revolutionary new trend and give a *brief* report in connection with the activity of that Panel.

As a result of the meeting of our Panel, I submit the following conclusions and recommendations:

### CONCLUSIONS:

It was generally conceded that the eradication of the detrimental effects of past mining would necessarily have to be accomplished at public expense, except in those cases where the re-effecting of old mining operations through additional mining accomplished in accordance with present laws and regulations would eliminate the effects of the past mining.

Another savings of public funds could result from capitalizing on the willingness of civic minded organizations to participate in planting of mined areas if seedlings and seed were to be provided for the planting of designated sites.

In order to provide funds for the elimination of the effects of past mining the Panel members and delegates almost unanimously endorsed early action

on the passage and public ratification of Senate Bill No. 1. This Bill, as Governor Seranton and Secretary Charnbury explained yesterday, would authorize the creation of a \$500 million debt and a considerable portion of the funds derived from this legislation would be used in reclamation of mined areas.

With regard to current and future operations, there was unanimous agreement that protection should be provided on a pay-as-you-go basis. Under the provisions of our present laws, this cost falls on the mining companies.

#### RECOMMENDATIONS:

The following recommendations are hereby submitted for consideration:

1. The electric generating industry should give consideration to an increase in the price of bituminous strip mined coal in lieu of requesting approval of decreases in electric rates. The cost to the user of electricity was estimated to be one cent (1¢) per day for each family of four.

2. The Bituminous Coal Open Pit Mining Conservation Act should be amended whereby the provisions of that legislation would be made applicable to all types of open pit mining, including bituminous and anthracite coal, sand, gravel and any other mineral recovered by open pit mining.

3. Local governments should take advantage of their authority to create additional regulatory measures to meet local conditions and needs.

4. The problems of cave-in, or subsidence, relate both to old and to current operations. They also relate to a number of problems outside the realm of natural beauty. There were a variety of recommendations touching on this subject.

(a) That the Appalachia Act be amended to restore a sentence dropped from the draft statement "That the Secretary of Interior is authorized to repair damage caused by mine subsidence."

(b) That the ten (10) year restriction on cave damage liability be lengthened.

(c) That in the future surface rights and mineral rights could not be purchased or sold separately.

(d) That effective financing, staffing, implementation and enforcement of the new Anti-Subsidence Act be carried out promptly.

(e) That an effort be made to induce commercial insurance companies to restore subsidence damage coverage, dropped some ten years ago, with protection against false claims through a \$500 deductible provision.

5. Additional research should be accomplished to determine the most economical and productive means of revegetating mined areas, including an inventory and classification of disturbed lands in the bituminous area.

Thank you.

# LARGE PARKS, SCENIC ROADS AND OPEN SPACE

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Chairman — DR. M. GRAHAM NETTING, *Director*, Carnegie Institute Museum

Dr. Maurice K. Goddard, *Secretary*  
Dept. of Forests & Waters

Warren Lewis, *Landscape Architect*  
Region Two, Bureau of Public Roads

Allston Jenkins, *President*  
Philadelphia Conservationists, Inc.

Professor Ian McHarg  
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David G. Wright, *Project Director*  
National Recreation and  
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W. A. Morten, Jr.  
Landscape Contractor

## PANEL STAFF ADVISOR

William C. Forrey, *Assistant Director*  
Bureau of State Parks

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Governor Seranton:

OUR PANEL ON PARKS AND OPEN SPACE, concerned with the quality of life the citizens of the Commonwealth may enjoy in the future, offers 14 recommendations for your consideration and implementation:

1. Enact legislation to authorize "less than fee" interests in land, including provisions for rights-of-way, deed restrictions, lease backs, development restrictions, and conservation easements.
2. Enact zoning regulations at all needed levels of government, protect them assiduously, and defend them vigorously against encroachments, even to the extent of requiring enforcement with recourse only as provided by statute.
3. Enact legislation to authorize exemption, abatement, or reduction of real estate taxes on open space and natural areas held in private ownership, but open to the public for appropriate public use, as are private religious, charitable, and educational holdings.
4. Enact legislation to strengthen the Second Class Township Code to give boards of supervisors authority to purchase park land by eminent domain.
5. Encourage the appropriate Department or Board to develop an ecological inventory to provide a basis for sound land use policy, mobilizing academic resource personnel to assist in this project.



6. Encourage the State Planning Board to consider such ecological inventory in formulating a Statewide land use policy with explicit recommendations to preserve marshes, conserve prime agricultural lands, limit structures on flood plains, establish density limits for use of steep slopes and forested areas, and guard or restore the purity of streams and ground waters.

7. Although every Pennsylvania road has scenic values, special scenic routes, closed to commercial vehicles, comparable to the Skyline Drive, should be developed after careful study by all agencies and conservation groups of suggested routes.

8. Encourage the State Highway Department to push vigorously its wisely established project to identify sites for the development of vistas to enable visitors from less scenically blessed states to admire panoramas of mountains and forests and rivers, and encourage local governments and regional citizens groups to join in this great endeavor.

9. Encourage and support increased cooperation between and coordination of the efforts of all conservation organizations and agencies — both public and private, and coordinate with the State Highway Department all developments proposed in proximity to or adjacent to the highways.

10. Encourage regional groups, such as Penjerdel, the Southwestern Pennsylvania Regional Planning Commission, the Western Pennsylvania Conservancy, and the Philadelphia Conservationists to accelerate their efforts to preserve and acquire large open spaces, particularly in and adjacent to metropolitan areas, and living museums of significant biologic, geologic, and scenic interest.

11. Encourage in every one of the smaller political units throughout the Commonwealth citizens groups, as Conservation Commissions or Beautification Committees, to actively participate in appraising the conservation and natural beauty problems and opportunities within the area.

12. Promote through nurserymen's associations an accelerated program for the growth of plant materials indigenous to the State, which will be needed in larger supply for beautification projects.

13. Establish a policy at all levels of government to insure that lands acquired and held for park purposes be developed for their intended uses and not be given over for highways or other purposes, such as incorporated in Project 70 enabling legislation.

14. Establish a policy at the State level encouraging the acquisition and preservation of enough open space land for recreation purposes to provide access to some of these areas within one-half hour from any point in a metropolitan area at the rate of at least one acre per 100 persons at the population level of twenty years from now.

## UTILITIES AND THE LANDSCAPE

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Chairman — WILLIAM H. WILCOX, *Executive Director and Secretary*  
Greater Philadelphia Movement

John Dietz, *President*  
Gannett, Fleming, Corddry  
and Carpenter

Theodore O. Rogers  
*Solicitor*  
Chester County

Clayton Hoff  
*Executive Vice President*  
Forward Lands, Inc.

Mrs. J. Lewis Scott, *Chairman*  
Natural Resources  
Garden Club Federation of Penna.

Donald N. Stocker, *Manager*  
Area Development  
Penna. Power & Light Co.

John B. Hibbard  
*Assistant Vice President*  
Bell Telephone Co. of Penna.

### PANEL STAFF ADVISOR

Ralph E. Chamberlin  
*Roadside Development Engineer*  
Department of Highways

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IT IS GENERALLY CONCEDED that long distance transmission electric lines, at the present state of technology, are very expensive to place underground. In contrast, distribution facilities are not excessively expensive to place underground, especially in new developments.

#### *Recommendation No. 1*

Distribution facilities should be placed underground, except where special conditions exist.

#### *Recommendation No. 2*

As to transmission lines, continued research can reduce installation costs. Such research should be undertaken.

#### *Recommendation No. 3*

National defense considerations may, in some cases, justify underground transmission, despite the high cost of installation.

#### *Recommendation No. 4*

Use of a single trench, use of highway medial strips and better coordination between electric power and telephone utility companies might reduce costs.

*Recommendation No. 5*

In considering these matters, the economic benefit of natural beauty, as well as costs, should be recognized.

*Recommendation No. 6*

Vegetation management policy can be important in reducing soil erosion, and other damages, and also in improving aesthetics. Utilities should employ professional ecologists where appropriate. Contouring of some transmission lines along, instead of over, hillsides is feasible. Improved design is also possible.

*Recommendation No. 7*

Some panelists and delegates proposed a degree of control or supervision by the State and county planning commissions — or at least that a public hearing be held — before a transmission power line is authorized. Others pointed out some of the practical difficulties that might interfere with prompt service to customers.

*Recommendation No. 8*

While I cannot assert that there is complete agreement with the final recommendation, the prevailing viewpoint was that with the increased values being assigned natural beauty by our citizens, State government should review and define in depth the roles of the Public Utility Commission, the State Planning Board, and the Department of Forests and Waters with respect to the location of new utility lines. This review must consider three elements: natural beauty, ecology and cost. In the case of cost, a sharing formula should be proposed for the assignment of costs between the public and the utility. The review should, in the light of the findings, suggest either statutory or administrative changes.

# TEACHING AND PREACHING NATURAL BEAUTY

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Chairman — JAMES B. STEVENSON, *Chairman*  
Historical and Museum Commission

Mrs. William H. Benson, *Regional Director*  
National Council of  
State Garden Clubs, Inc.

Mrs. Roland T. Addis  
*Legislative Chairman*  
Council of Republican Women

Dr. H. S. Fowler  
*Prof. of Education and Director*  
Penna. Conservation Lab. for Teachers

Joseph White  
*Educational Director*  
Western Penna. Conservancy

Mrs. Woodene Merriman  
*Feature Writer*  
The Daily News, McKeesport

Grant White  
Parkland High School

## PANEL STAFF ADVISOR

Mrs. Eleanor Bennett  
*Conservation Education Advisor*  
Department of Public Instruction

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CHAIRMAN MASLAND, GOVERNOR SCRANTON, LADIES AND GENTLEMEN. I'm Jim Stevenson, reporting on Teaching and Preaching Natural Beauty. All of the panelists on this Panel were in agreement on one major point in spite of the fact that they prepared the papers privately without consulting one another. The point of agreement was that conservationists face a tremendous task, a never ending task of educating the public.

The process of educating children to love, to respect and enjoy natural beauty must begin at pre-school age in the home. The medium that will reach these tots is television, and we conservationists must be more alert in using this tool. From kindergarten through twelfth grade students must be exposed constantly to the story of natural beauty. As one panelist aptly put it, and I quote, "Children have an insatiable curiosity in the wonders of nature and its beauty." That curiosity must be constantly fed so that it lasts a lifetime. Studying nature is one of the purest and one of the greatest joys of living. In order to meet this curiosity school boards must provide money in their budgets to hire competent nature teachers, which includes biology, ecology, and geology. Good teachers are the key to an understanding of



nature. They must be well trained and well paid and it is our duty as conservationists to convince all the school boards in Pennsylvania of the wisdom of this course.

The nature program must be broad and it must be enjoyable. One of the panelists made a point which bears repeating. "Physical adeptness, personal hygiene, safety and basic skills in the outdoors should be developed. Walking, hiking, boating, swimming, survival, camping, fishing, golfing, skiing, hunting, etc., are a few areas to be involved. Physical education should go beyond whistle and sneakers and organized competitive games."

The educational program on which we conservationists must redouble our efforts will take money. The Department of Forests and Waters, the Game Commission and the Fish Commission should each have sizeable increases in their budgets to provide more informational services for the public—speakers bureau, well prepared motion pictures, pamphlets on nature subjects, etc.

One of our panelists made a recommendation that I heartily second, the establishment of environmental colleges throughout Pennsylvania. Three western Pennsylvania sites, ideally suited to this immediately spring to mind—Ohiopyle State Park, Prince Gallitzin State Park and the national park that will go up around Kinzua Dam. He further recommended, and this I again second, that every school district have an outdoor environmental laboratory and a full time conservationist-naturalist. To get funds for these departments of our State government and for the local district programs, we must expose our legislators to our way of thinking. As one of the panelists pointed out there is nothing better than personal contact to achieve this end.

Another panelist told how newspapers could do a better job of educating and still be tremendously entertaining. She pointed out that conservationists should know the newspaper, radio and television people with whom they intend to deal. Then when they write the feature stories they should be prepared to dress them up to make them attractive.

The role of garden clubs and similar organizations in this job of Preaching and Teaching was aptly summarized by another panelist. Have a good plan, she told us, and above all keep your cooperating organization and the public fully informed on every move you make.

Higher education plays an important role in this process of educating the public. Students who aim to become teachers must be taught to appreciate natural beauty, if they do not already do so, and they must be taught to set a value on this beauty. A resource-use education course might well be required in colleges which especially major in training teachers. How else can teachers later inspire enthusiasm among their students if they do not have enthusiasm for conservation themselves.

One of our panelists pointed out that courses in sociology and economics should include a study of the part nature plays in human life. The blight of strip mining, for instance, has a very real effect on the resources of many communities throughout Pennsylvania. It is a blighting effect, certainly not one of inspiration.

Finally, our Panel presented the story of the work of the Western Pennsylvania Conservancy, an action organization that should serve as a model for conservationists everywhere. A conservation program should be on a regional basis as the Conservancy has demonstrated. Certainly in South Central, North Central, South East and North East Pennsylvania there is as much interest in conservation as there is in Western Pennsylvania. There is also available to conservationists in those areas the same kind and quantity of money that is available to the Western Pennsylvania Conservancy. However, the money sources must be thoroughly sold on the idea of conservation before they can be tapped. But once an active program is well underway the problem of money becomes less and less difficult. The work of teaching and preaching natural beauty demands people of large minds working in harmony with people of ample means. Together they can do wonders for this and future generations of Pennsylvania.

Thank you.

# THE PENNSYLVANIA COUNTRYSIDE

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Chairman — CONGRESSMAN JOHN P. SAYLOR

Leland H. Bull  
*Secretary*  
Dept. of Agriculture

John Meszaros  
*Director of Horticulture*  
Hershey Estates

Robert W. Pierson  
*Executive Director*  
Bucks County Park Board

Mrs. Ann Louise Strong  
*Research Associate*  
Prof. of Regional Planning  
University of Pennsylvania

Ronald F. Lee  
*Special Assistant to Director*  
National Park Service

## PANEL STAFF ADVISOR

Glen Bowers  
*Executive Director*  
Game Commission

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YOUR EXCELLENCE GOVERNOR SCRANTON, and Conference Chairman, Mr. Masland, I thought certainly before this time someone would take the opportunity to thank the Governor and the Chairman of this Conference for giving us the opportunity to meet with the members of our Panel. I want to say to you gentlemen, I expect this will produce a really workable and efficient program through which the people of Pennsylvania will move forward. My reason for such expectation is that this was not a Conference for which the final recommendations were written up before the Conference met. I can only tell you, for the one that was held in Washington, the public printer had the final version of all the recommendations before the public had an opportunity to express itself. Such is not the case here and I can tell you, Governor and Mr. Chairman, and you people in the audience, that it is not possible to give you all of our recommendations because we have so many.

I can also tell you that Secretary Bull got in many good points for the Pennsylvania Department of Agriculture. He made sure that we understood that the Pennsylvania farmer had a real issue and a real stake in natural beauty. He hoped that our first recommendation would be that in the farming areas, the District Soil and Water Conservation Committees should be considered as the hub for coordinating natural beauty programs in the respective county areas. Funds should be made available, not only by the Federal

agencies, but through the State Department of Agriculture and other Departments, to help carry out sound programs of natural beauty preservation in rural areas and advance planning and land use control in areas which will urbanize.

We expect that our Pennsylvania Legislature will enact legislation embodying standards which will require that prior to starting any extractive operations, a site development and restoration plan will be prepared and submitted for approval to the designated responsible public agency.

We also recommend that further controls on land fills and disposal of septic tank refuse be examined by the pertinent state agencies because from the information received during our Conference, the present system is completely inadequate.

We recommend that there be enacted unified forest crop laws which will enable timber land owners to defer a major part of the current tax until the timber is harvested. This may require a change in our State Constitution; however, Federal as well as state, county and local taxing bodies need to take a close look at the long range tax burdens on timber lands.

We hope that adequate funds will be provided for the optimum management of state forests and other public lands, including protection from fire.

We suggest that you create a State Land Use Commission which will explore the means of implementing state-wide recommendations for the protection of our natural lands.

State-wide Advisory Commissions, Regional and local committees to be concerned with the total range of natural beauty needs should be established and coordinated, with objectives as follows:

1. An evaluation of where we are, how good our present program is and why.
2. Goals, priorities, short and long-range developments all need to be formulated.
3. Advising the citizenry through newspaper, radio, television, personal talks to groups, special booklets, schools, extension agriculture, wood manufacturers and companies, associations and cooperatives. Information to be given on reasons for the program, the costs, the economic and natural beauty benefits, and how individuals can help.
4. Specific plans for fire protection, pest control, cutting regulation, technical assistance, research, tax revisions, personnel, long-term credit.
5. Involvement and integration of local and county governments individually and adjoining.
6. Legislation for regulation of the forest program, watersheds, wildlife.



7. Less political interference with the Department of Forests and Waters.
8. Promotion of conservation education in public schools.
9. Development of management programs for national and State forests for multiple use.
10. Acquisition, restoration and preservation of historic forests and natural areas.

We believe recommendations should be promulgated for the protection of resource, recreation and amenity areas. It should be policy that owners of land recommended for protection be compensated for moderate or severe losses in value resulting from implementation of the recommendations. Further, State and County acquisition of less than fee interests in land to protect water resource, agricultural, forest and open space land should be authorized.

We strongly recommend new efforts to acquire all of the land for the Delaware Water Gap National Recreation Area, which is still in a substantially natural condition. We also recommend that every Federal, State and local investment in Parks in Pennsylvania be accompanied by the same kind of citizens support of State and County plans to protect the natural beauty of surrounding lands that has been shown in both Pike and Monroe Counties. I want to say to you who are here that the County officials of those two Counties deserve a vote of confidence and thanks from the rest of the citizens, not only of Pennsylvania, but of the entire country.

We recognize that planning alone may well not be sufficient for the protection of land surrounding parks. It is imperative to provide for buffer areas through regulations or where land values require it, through acquisition of less than fee interests. We endorse the use of whatever controls are necessary to implement the plan.

We hope you will increase the educational effort at all levels by our State educational system so we may have a massive frontal educational attack on this subject of resource utilization and management.

We hope, Governor, that you will stimulate a new lobby in Harrisburg and we have given it the name of the People's Lobby. We don't know who is coming up to represent us but we hope you'll listen to them and that your successors will do the same.

And last, but not least, we recommend and urge a follow up Conference which should be held three years from now to appraise the results of this session as well as to realign our thinking, regroup our forces in the light of any advancements and prepare to surge forward at that time on all fronts.

## CITIZEN ACTION

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Chairman — ROBERT W. CRAWFORD, *Commissioner*  
Department of Recreation, City of Philadelphia

Robert J. Buzbee  
Scars Roebuck Foundation

Mrs. Lawrence Haner, *President*  
League of Women Voters of Penna.  
Strawbridge and Clothier

Mrs. Cushing N. Dolbeare  
*Managing Director*  
Philadelphia Housing Association

Melvin A. Zurn, *President*  
Penna. State Chamber of Commerce  
Zurn Industries, Inc.

Mrs. Walter Craig  
*Chairman*  
Philadelphia More Beautiful Comm.

M. George Mooradian  
*Executive Director*  
100,000 Pennsylvanians

### PANEL STAFF ADVISOR

Wes Blakely, *Governor's Staff Assistant*  
Governor's Office

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GOVERNOR SCRANTON, CHAIRMAN MASLAND, and my fellow delegates.

I represent the last seed, of course, as you can see, the Panel on Citizen Action. And I notice that everyone was looking down to see how many more!

I think somebody, Congressman Saylor, ought to congratulate these people out here because I'm not worried about the American people getting soft when they stick through a session like this without getting up and moving around.

Now, Governor, the other night I was speaking to a group and they got carried away. It was in a school. In Philadelphia, if you're in a school they flicker the lights at twelve o'clock and everyone goes home. I was invited to speak on recreation and they got carried away before I got to the platform on whether they would oppose a zoning law to allow new service stations and they didn't pay any attention to me. I was there at eight o'clock, and at ten minutes of ten, the chairman looked over and he saw me looking at my watch. Then the other fellow, the program chairman, said that Commissioner Crawford would be here and they forgot me. And he said, "Oh yes, ladies and gentlemen, we can't finish this, we'll take it up at our next meeting." Then he called on me to speak, and as I walked past the chairman I said, "How

much time have we got?" It was ten minutes to ten. He said, "Take all the time you want — we're all going home at ten o'clock!"

Now, I know the Governor said five o'clock and he has a response. I feel totally inadequate. One good thing, Governor Scranton, we were the final session and had no time to write a report. And we had no time to meet like Bill Wilcox. But we had a wonderful Panel and they think they're going to trust me to give a few recommendations.

We were on citizen action and everybody recognizes, of course, the importance of citizens and we're not going to get anywhere in this program unless we have citizen's action.

But we did come up with some recommendations and there were a number of others, of course, from the floor that will be incorporated and sent in.

Our group recommended, Governor, that since private groups are already established to achieve natural beauty goals that their assistance be enlisted to make the Commonwealth of Pennsylvania an even more beautiful State for its present and future citizens.

Second, we recommend that we establish a citizens' organization with a full time staff to act directly to support creation and preservation of natural beauty in Pennsylvania.

We urge the Governor to convene representatives of major groups concerned with the problem to establish such an organization.

We recommend that in order to stimulate many beautification projects in the business community, there be an expansion of the better community programs of the State Chamber of Commerce. And to include in them as many interested and competitive programs as possible.

We also recommend a singular person, area or a special unit within the State government which must now be designated or established to stimulate and encourage citizens' action on a continuing basis. This person or unit would act as a clearing house and direct and counsel the thinking and recommendations of citizens' organizations to the appropriate agencies of State government. This person or unit would also serve to keep the citizenry informed of the status and action being taken by the government on proposals relating to natural beauty goals.

And last, we recommend the Governor, at the completion of this Conference, write personally to each and every community within the Commonwealth, through the appropriate local government leadership, urging and encouraging community participation by local government in a cooperative drive to generate public awareness of the economic and spiritual values of urban and rural beauty.

Now, with all the recommendations, what does one say to such a vigorous and dynamic Governor?

Well, I'm reminded of a gentleman that went to visit his friend. He was going to be electrocuted the next day and they had been boyhood pals. They talked about it, and how they had gone separate paths, etc. Pretty soon the warden came along and rattled his keys and said it was time to go. So he thought, "What'll I say?" He thought, "So long," but that's too trite. "See you later" seemed inappropriate. "Good luck" was totally out, so he said to him what we're saying to the Governor, "More power to you."

*Chairman Masland:* Governor Scranton, would you like to respond to that or would you prefer not to?



## THE GOVERNOR'S RESPONSE

FIRST OF ALL, I would like to say that we are — all of us — greatly indebted to Frank Masland, and Henry Harral, and to Maurice Goddard, and to John Davis for all the work in this, and I personally am tremendously grateful to them and to all the panelists and their chairmen, trusted or untrusted, and to all the people that participated in this event. I think it is, from what I've heard, and you know I was not here but a little bit of the time, a very successful endeavor indeed. Now the question is: What are we going to do with all this? I did count them. There are 112 recommendations.

The other day I was in Pittsburgh and met with the editors of the Pittsburgh Press and one of them turned to me and said, "Bill, you know everybody in the State is saying you're the greatest Governor we ever had in history, since you said you wouldn't run again." Now, may I say to you that if I get one fifteenth of this done between now and the 17th of January, I will apply for the job that he indicated. Seriously, though, I think you have done an extremely good job and most of the things — not all of them I candidly state to you — but most of the things that have been recommended I think are feasible and can be done. And some of them right promptly. As I gather it, and I tried to jell this as you were doing it, and I haven't jelled it awfully well, but as I see it, you made a series of very constructive, realistic, and detailed recommendations, plus four specific ones that you elassed as major.

One of them is the early passage and the implementation of our proposed \$500 million Land and Water Conservation and Reclamation Fund, which you know has already been approved by this Legislature, must be approved by next year's Legislature, and must appear before the public and we certainly hope to get their approval. Several of the Panels talked about continued comprehensive planning for land use at all levels of government, every level of it in Pennsylvania, and in coordination with the Federal government, which certainly would lead to a system of priorities in land and water reclamation projects. I assume that what you have in mind on this is that it would be generally under the State Planning Board. I personally think that this might be called the "Grand Design." And, as you know, the State Planning Board has been quite active, particularly in the last two years. Francis Pitkin, I see down there, started it, and Irv Hand is carrying on, and the members are trying to do an over-all job here which should be subject to your better thinking and what can be done about it. Then several of you, including the last two groups, suggested that we have a full time citizens' com-

mittee, an advisory committee to the Governor, and to the State government in general for opportunities for, and as I understand it, the problems of both conservation and natural beauty and all of the things that are associated therewith. Incidentally, I noticed that, of the twelve Panel chairmen, four of them called it ecology and four of them called it ekology. And I don't know which it is. In any event, we're going to establish by this method, I assume, some kind of an advisory committee to the Governor, and the Governor's office. And fourth, that there be some kind of a designation of a person, or an agency, or a body, within the State government to coordinate all the activity among the many departments and boards and commissions that we have in the State that are now concerned with natural beauty and with conservation, in an effort to have the most effective working partnership with all the interested citizens.

Well now, first of all, on the first two items, that is the \$500 million plan and the comprehensive grand design, as you know, these have already been long established principles of the administration, and we support them wholeheartedly and sincerely hope that they will come into being.

But with regard to the point number three, and here I go. You've been telling me what I must do, and now I'm going to tell you something: With regard to number three, which is the item of having an Advisory Citizens Committee, for the rest of my term, which is four months — and therefore, we better appoint it right away — I hereby appoint Frank Masland and this committee that did this particular Conference, the Steering Committee, and they're all right here, Gene Coleman, Mrs. Fox, Mr. Fraley, Mr. Johnson, Representative Laudadio, Dr. Lewis, Mort Lustig, Roy McCorkel, Mrs. Reiger, John Scott, Miss Showalter, Jack Sittman, and Melvin Zurn. Now it's done. You see. And I won't take no. Is that clear? Then my successor can appoint whoever he wants to take their place. O.K., we've got that done. Now, with regard to the fourth point, which is the matter of a State agency or a body, or something, to coordinate all of this and give you an opportunity to come to just one place, which is what I gather you have in mind. Then may I say that this is not unusual; at every one of the Conferences we had this summer, and this is the fourth, this concept has come up, and we have tried to do this kind of thing by the establishment of the Council of Human Services, a couple of years ago, for that purpose, and for the interdepartmental council which carries on with business which is helpful, and now we can do it for this too.

I would like to meet very soon, and I'll call it and I expect everybody to be there that is on this Committee, to discuss with me how best to do this.

I am always, personally, and I admit this, somewhat prejudiced on this matter. I would always like to try and arrange it so there is one individual within the Governor's office with whom I put the bee if you want to put it

that way, to do this job, but it necessitates something broader and bigger than that. I'll take the advice of your natural resources coordinating committee that I just appointed!

Now one further word. With regard to the recommendation of the Panel on Protection and Reclamation of Mining Areas that our Bituminous Strip Mine Law be amended so that it would include all kinds of surface mining, including the anthracite, I think incidentally, this is one of the major goals and I'm sure most of you realize it, of the interstate mining compact, which so far only Pennsylvania and Kentucky has approved. The compact doesn't go into being without four States signing it so help us with some other states, too. When we get four of them, then we will have an interstate mining compact which will help a great deal with doing this. I think that such an amendment of the Bituminous Strip Mine Law might very well solve the problems we have with the anthracite one, incidentally, and this is an excellent suggestion. I certainly will support it and sincerely hope that it can be brought about.

Now it's up to me, I know this, to do everything I possibly can with regard to these over one hundred recommendations that you've made. And it's also up to this Steering Committee that I just appointed to help me do it while I'm here. And I think the suggestion of having another Conference is an excellent one, too.

Now let me close with just this comment. I know I'm going out of office pretty soon and I also know that a lot of people have come to the conclusion, because I made the statement about public office, that I would no longer be interested in government or anything that has to do with it, ever for the rest of my life. That isn't true. Maurice knows, for example, that I feel very strongly about this Susquehanna River Basin Commission and what it can accomplish if it's put into being, and how vital it is to Pennsylvania.

There are a great many other things that I feel likewise about. In this field of natural beauty and conservation as in some other fields, about four others that I could mention, Pennsylvania seems to be on the threshold of the greatest potential that any eastern state has in this particular aspect of governmental operation and coordination with citizens' activities.

I happen to believe that we have the greatest opportunity of any eastern state. You just wander around our State for a few days, and you'll see what I'm talking about. Most of the rest of the eastern states have been gobbled up by urbanization so quickly that there's not much they can do. Although we have problems in some areas, we have a tremendous field here which, if we will get behind it and do it, would be tremendous. Now let me say this to you: The thing that bothers me about it is as follows:

I take my hat off to you, people like you who have the vision and the understanding to realize way ahead of time what must be done, but I call to your attention that that is rare. For the average citizen doesn't pay much attention to a problem until it becomes a crisis. This is particularly true, as I include myself in this to a degree, to most political people. It's certainly true of the Legislature, as I understand it, and what I'm trying to say to you is that the Panel that had to do with teaching and education had probably the most difficult job of all of these Panels. Because in order to get across to the average person — no person is average, but to all the people I should say, the importance of this, and to make them do something about it in time, is the most difficult of all the problems involved here.

And I say to you, each and every one of you, because you do understand this, make at least part of your efforts in the teaching and educational fields so that you can tell others and promote this to the best of your ability.

Never give up pressure. Pressure in the right sense of the word. If you're right you know, the thing to do is to keep pushing for it and don't get discouraged. We're on the brink of a great era in this field. People are more cognizant of it than they ever have been in our history. They are certainly more so in this Commonwealth.

I know because I get it every day in my office, and I'm delighted. And I say to you, if you'll drive ahead as I shall try to do in the next four months and my successor, I'm sure will, then there is a tremendous opportunity in this State over and beyond any other eastern state that I know of. And I think that I know a good deal about all of them right now.

I'm not lecturing you, I am simply making a statement of what I consider to be a fact. For your participation in this, I take my hat off to all of you. And for what you'll do in the future I'm even more excited.

Thank you very much.



## ADJOURNMENT

FRANK E. MASLAND, JR., *Conference Chairman*

THANK YOU, GOVERNOR SCRANTON. First I would like to say I know that all of us were delighted to hear you say that you're not going to withdraw from public service. I'm sure everyone will agree with me that you are vitally needed in the field of public service. It's especially encouraging to us that you're so interested in an area that is of so much interest to all of us.

You passed the ball very gracefully, sir, and I'm not saying no, I'm just saying that I wasn't one of those who made the suggestion. Usually those who offer the suggestion are made chairman, and secondly, four months from now, I know where to look for a chairman.

Well, I'm sure you recognize after listening to John Saylor and Bob Crawford and after receiving 114 recommendations, which were not more than half those made, that this Conference was one "of the people, by the people and for the people," and that these recommendations were made here and the reports were drawn up to embrace those recommendations.

I've attended a good many conferences, including the Washington Conference, and I say without any hesitation that I think this Conference has been the most successful of my experience. And it's been due, yes to planning, but planning isn't the complete answer, the secret to a successful Conference includes the quality of the panels and the quality and participation of the audience, and it's those two things that have made this Conference historical — made it a tremendous success. I'm sure it's those two things that inspired the Governor, who undoubtedly did possess a vision of the potential here in Pennsylvania, but nevertheless has inspired him to recognize the potentials that exist here among the 800 delegates from all the four corners of this State, and the tremendous wave that this conservation movement represents, not simply here in the State, but on a nationwide basis and across the world. I just came back from Ethiopia and Jordan, and East Africa and all those places, and it's beyond belief the interest that exists today in the preservation of natural beauty. Not simply from the standpoint of its value of a spiritual nature, which is recognized, but its economic potential. Those are the two factors that we must keep in mind as we go along with this movement. They must move side by side. The value from the spiritual standpoint and the economic value. Both these are tremendously important to a State, a nation, or whatever it may be.

Well, Governor, this brings the meeting to a close. I, personally, am tremendously indebted to the panelists and to those who did the planning, to the audience, and to you, sir, for visiting with us and your encouraging words. And for the Steering Committee, I accept, and don't let me hear one of them say "NO."

Each one of you go home and carry the message, and let us do the job in our own communities as well as on the State level. The meeting is adjourned.

Thank you very much.







# Governor's Conference on Natural Beauty

Governor — WILLIAM W. SCRANTON

CHAIRMAN:	COORDINATORS:	CONFERENCE DIRECTOR:
FRANK E. MASLAND, JR.	DR. MAURICE K. GODDARD HENRY D. HARRAL	JOHN B. DAVIS

*The Steering Committee expresses its sincere appreciation for the dedication and interest of all panel participants and delegates.*

*We are especially indebted to the following organizations for their enthusiastic support and cooperation in making the Governor's Conference on Natural Beauty an historic occasion:*

Bell Telephone Co. of Pennsylvania	Pennsylvania Dept. of Highways
Brandywine Valley Association, Inc.	Pennsylvania Horticultural Society
Catherwood Foundation	Pennsylvania Nurserymen's Association
Samuel S. Fels Fund	Pennsylvania Roadside Council
City Parks Association of Philadelphia	Philadelphia Conservationists, Inc.
Hershey Enterprises	Philadelphia Foundation
Laurel Foundation	Scott Paper Company Foundation
100,000 Pennsylvanians	Western Pennsylvania Conservancy
Pennsylvania Dept. of Forests & Waters	Wissahickon Valley Watershed Assn.

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